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So They Say

• All of us want to be saved provided it doesn't cost too much.—DOROTHY THOMPSON, *political commentator.*

• The only time a bum is expected to come to California is when we need him as a harvest hand. What right has he to come between seasons?—*San Diego Sun.*

• Democracy demands that I recognize its imperfections, not for the purpose of destroying it but in order to contribute my share toward its perfection.—CAROL ARONOVICI, *New York.*

• It is easier to sacrifice an appendix than an aspiration, allow the exploration of a sinus than a symbol, or suffer the removal of a tooth than a temptation.—DAVID SLIGHT, M.D., *Michigan Society for Mental Hygiene.*

• Let's not forget that two thirds of our people—including over 80 million persons—have to get along on an average cash income of $69 a month for a whole family. Let's remind ourselves constantly that their unsatisfied wants offer our farmers and businessmen the greatest market that has ever challenged them.—MILO PERKINS, *Director of Marketing, U. S. Department of Agriculture.*

• It is the easiest thing in the world to control a growing boy; just call out the militia.—MARK TWAIN.

• You must live as you think. If not, sooner or later you will end by thinking as you have lived.—PAUL BOURGET.

• For Your Lapel: Real needles and a miniature sock—symbolic of your noble knitting for the needy.—*New York department store advertisement.*

• It is dangerous in this world today to take democracy for granted; even in America we must realize that it is no longer an assured possession but a problem.—THOMAS MANN *in radio broadcast, "Good Guests of America."*

• Men strove to be free . . . long before Karl Marx depersonalized history with his partly true aphorisms about economic determinism, and long before Sigmund Freud made us aware of the complexities of thought processes. No label that can be glued over the freedom for which men have died can hide the reality of it.—RAYMOND GRAM SWING.

• Liberty is the one thing you can't have unless you give it to others.—WILLIAM ALLEN WHITE, *Emporia, Kan.*

• If there is to be any regeneration of our people, it must take place in the small laboratories of our private lives.—ALEXIS CARREL, M.D. *in Readers Digest.*

• Civilization can't improve much till man gets over the idea that some ideal system can make life good without good people.—ROBERT QUILLAN *in St. Louis Star-Times.*

• The task of government . . . is not to express an imaginary popular will but to effect adjustments among the various special wills and purposes which at any given time are pressing for realization.—EDWARD PENDLETON HERRING *in "The Politics of Democracy."*

• Unless we regain in this democracy the conviction that there are final things for which democracy will fight—unless we recover a faith in the expression of these things in words—we can leave our planes unbuilt and our battleships on paper, for we shall not need them.—ARCHIBALD MACLEISH, *Librarian of Congress, to the American Association for Adult Education.*

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International News

"They come with their flying hair, their eager politeness, their sporting little grins. And Americans bid these children welcome and vow that they will find happiness as well as safety in this country."

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SURVEY MIDMONTHLY

OCTOBER 1940

VOL. LXXVI NO. 10

When the Children Come

By KATHRYN CLOSE

"I, TOM BROWN, undertake to take into my home and support a child, who, to be safe from the dangers of war, contemplates seeking asylum and refuge in the United States." Thus since last July hundreds of American men and women, stirred by the plight of helpless children abroad, have, in sworn statements delivered to the United States Committee for the Care of European Children, promised to open their homes and pocketbooks to children seeking refuge from the horrors of war. Many hundreds of others have made interested inquiries about how they can help to bring children from the wartorn areas, indicating that they too will offer their homes as asylum should the children actually arrive on these shores.

British children have been arriving, trickling in as opportunity presented itself, since the beginning of hostilities a year ago, but not till the middle of July was it possible for unaccompanied children, with no friends or relatives on this side of the Atlantic, to come into the United States for haven and refuge. The children who came early were those lucky enough to have personal friends in the United States to arrange for their entrance through regular immigration channels. However, on July 14 immigration gates were flung wide enough to permit the entrance of "unknown" children. On that date the U. S. Attorney General handed down a ruling giving the State Department the right to issue "unspecified" visas upon the presentation of a corporate affidavit from a charitable organization formed "for the purpose of assuming care and support of refugee children."

Prior to the ruling an unaccompanied child coming to the United States needed a visa issued by a United States consul abroad and granted only on the receipt of an affidavit from some person in the United States guaranteeing full support of the child. The new regulation made it possible for a non-profit corporation to guarantee the support of numbers of unspecified children and within forty-eight hours to receive as many "blank" visas. No longer were children to be penalized for the lack of a personal friend. Six days after the ruling was announced the State Department issued 1,000 visas on the corporate affidavit of the United States Committee for the Care of European Children.

Two converging ideas prompted organization of the committee early last summer. The first, emanating from the United States Children's Bureau and persons prominent in the child welfare field, was based on concern for the welfare of children being brought into the country in a "hit or miss" fashion with no central authority to supervise their care. It involved plans for the coordination of all efforts toward the "importation" of children. The second and more dramatic, grew out of the desire to cooperate with the British government's plans to evacuate children through the Children's Overseas Reception Board.

At that time the British board already had on its lists the names of 200,000 children whose parents were anxious to send them to the safety of far away lands. Members of the United States Committee began to meet daily with officials from the Children's Bureau, the Immigration Department, and the Attorney General's office in an effort to find an opening in the exclusionary immigration laws large enough to permit visiting children to pass through gates closed firmly to prospective "child laborers." While these meetings were still going on, the British government suddenly announced postponement of its evacuation plans.

IN SPITE OF THIS ANNOUNCEMENT, THE AMERICAN public apparently was determined to safeguard the British children or at least as many of them as possible. The committee's offices, then manned almost entirely by volunteers, were flooded with as many as 2,000 inquiries a day. In London the American Committee for the Evacuation of Children, an organization of American businessmen in England, sprang up to take over the job of sending out children and cooperating with the United States Committee. To date the London committee has a waiting list of 35,000, many of the names no doubt duplicates of those on the CORB list. However, difficulties in obtaining transatlantic passage have acted as a bottleneck to the two committees' plans. So far they have been able to assist less

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than 600 British children to find their way into American foster homes, though at this writing it is reported that boat space has been obtained for 1,000 others, some 200 of whom are already on the water. Hopes of exhausting the list depend on whether or not the British government will send children over in convoys, as it has done on occasion to Canada, or whether or not Nazi and Italian authorities will grant safe conduct for the "mercy ships" recently authorized by Congress. [See *Survey Midmonthly*, September 1940, page 263.]

In the meantime the United States Committee has been occupied with perfecting its procedures for handling children upon their arrival and for their continued supervision and care. It has set up 170 local committees throughout the country to assist Mr. and Mrs. Tom Brown and all the other earnest Americans who would offer help to the unfortunate European children, and has worked out plans with the Children's Bureau for the protection of children while they are in this country. Through the Children's Bureau it has arranged for state welfare departments to designate child care agencies to review every one of the homes offered, to insure that no child will be placed in an atmosphere detrimental to his health or welfare. At its headquarters at 215 Fourth Avenue, New York, experts in organization, child welfare, statistics, planning, have been busy evolving a set-up equipped to handle the broadest and most carefully integrated child care program ever launched in this country. If and when the children start coming in any appreciable numbers, the nation will be treated to an unprecedented demonstration in child care, a test under glass of most of the theories and practices developed by the Children's Bureau during the past twenty-five years.

First and last, the U. S. Children's Bureau is guardian angel of the whole enterprise. According to the Attorney General's ruling, any organization to be granted "unspecified" visas on a corporate affidavit must furnish assurance that the children will be cared for "in accordance with the standards of the Children's Bureau of the Department of Labor." So literally has this requirement been taken that every procedure adopted by the committee has been worked out in conjunction with the bureau. The bureau has prescribed detailed standards for the temporary reception shelters in which children are to be placed upon arrival; for the selection of the designated child caring agencies which will make the actual foster home placements; for the selection of foster homes by these agencies; for the family home care of the children; for the children's medical care in the reception shelters and in the foster homes. Thus every child brought in by the committee, whether "asked for" or "unknown" comes under the protective wing of the United States Children's Bureau. Only those who have arrived independently on consular visas live beyond the reach of the bureau's supervision. As yet, the little lords and ladies wandering in the vastness of Long Island estates are not the objects of committee concern.

Many persons, aware of the hordes of continental refugees in England and elsewhere, have expressed distress at the committee's apparent unconcern for any but British children. Actually such is not the case. As the committee's name implies it has been set up to aid European children of whatever nationality. Until recently immigration regulations have tied its hands as far as any but British children are concerned, for the new corporate visas are good only as visitors' visas and can be used only for those children whose country will guarantee to accept their return. This limitation practically eliminated the chances for bringing over children from any of the occupied countries or foreign children in England. However, with the British government's guarantee to grant return visas to England at the end of the war for non-British children living in England it became possible for these children to obtain U. S. visas. French and Belgian children on the continent can come in under the French and Belgian quotas which are still open, but each must find an individual sponsor who will specify him in an affidavit guaranteeing support. Shipping from continental ports, except from Lisbon, is practically at a standstill and adds to the difficulties of bringing in continental children. There are, however, fifty French children now in Portugal for whom the committee is hunting sponsors.

No one could be around committee headquarters longer than five minutes without hearing over and over the word "affidavit." For affidavits are the hinges on which the whole program swings. According to immigration requirements every person entering this country must produce an affidavit from someone in the United States guaranteeing that he will not become a public charge. Under the new regulation the committee can guarantee the support of whole groups of children provided it deposits $50 per child in a trust fund for future contingencies. The committee backs up its promise of support with individual affidavits given to the committee by persons eager to support or care for a child. Thus before the committee asks the State Department for 1,000 visas on its corporate affidavit, it has 1,000 sworn statements behind its promise of support.

Tom Brown and his good wife who wish to help out a child from the war areas can apply to the United States Committee's local committee nearest to their home town and promise one of five things:

To take into their home and support a refugee child (or children) unknown to them and to be selected by a child care agency designated by the committee.

To pay for the support of an unknown refugee child in someone else's home.

To take into their home and support a specified child in whom they are particularly interested.

To pay for the support of a specified child in someone else's home, the home to be selected by a child care agency.

To pay for the support of a specified child in a specified home.

In all cases the affidavits indicate that the child is to be cared for in accordance with the standards, "present and future," of the U. S. Children's Bureau.

For each child they sponsor, Mr. and Mrs. Brown must pay $50 to be deposited by the committee in the government-required trust fund; $8 as a head tax; $2.50 as a visa charge. They also must pay $2.50 to cover the costs of a credit investigation of themselves. If they are asking for a specified child they must meet the expenses of dock services upon arrival of the child, his temporary care, and his transportation under escort from the port of entry to his final destination. These expense items may be met either by individual arrangement or by paying a flat sum of $75 to the committee.

If Mr. and Mrs. Brown are offering their home to a

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child, whether specified or unspecified, they must expect to undergo a home review. This, the same type of foster home investigation made by child welfare workers in regular child placement cases, will be conducted by one of the child care agencies designated to work with the committee. If Mr. and Mrs. Brown should eventually receive a child, their care of him will be under the constant supervision of the child care agency. If it is found that the placement has been an unhappy one, because of incompatibility between the child and the foster parents or for some other reason, the foster parents will be aided in making an adjustment, or if this seems impossible, the child will be replaced in an atmosphere more suitable to his background and temperament.

In selecting a child for Mr. and Mrs. Brown—or, more accurately, in selecting a Mr. and Mrs. Brown for the child—the designated agency will make every attempt to fit like backgrounds together. A skilled worker's child will go into a skilled worker's home, a professional's child into a professional's home. The religion of the foster parents will be the same as that of the child's parents. The never-to-be-forgotten point in all the work with these refugee children or "guest children" as the committee prefers to call them, is that they are expected, eventually, to return to their own homes. This is required not only by United States immigration authorities but also by the British government, which last January passed a law forbidding the adoption of British children outside the British Empire.

But there is little talk these days about the actual mechanics of returning the children when hostilities cease, the committee being preoccupied with the more pressing problem of trying to get what children it can out of the range of those hostilities. The Children's Bureau is, however, taking a step which might prove helpful not only in coordinating the care of all child refugees in this country, but also in planning for the return of those children when the time comes. This is the compilation from immigration reports of a central registry of all foreign children who have entered the country since September 1, 1938, unaccompanied or with only one parent. Those children which are not known to the committee will be located, if possible, so that up to date reports may be kept on all the children.

Little British Christopher living in England, unknown to anyone in America, whose parents have applied to the American Committee for the Evacuation of Children, stands a good chance of being sent to America, if he is healthy, bright in school, and his home is in an immediate danger zone, or if he is beginning to show nervous reactions under the strain of air raid alarms. Whether he is rich or poor will not matter. The American Committee in London, having the unenviable responsibility of choosing a few hundred children from its list of approximately 35,000 when passage is available, puts danger as the first criterion. After the dangerous areas are designated, the children are chosen from economic classes in exact ratio to the proportion of rich, well-to-do, comfortable, and poor in this community. Only children between the ages of five and sixteen are eligible for the program. Because some form of limitation must be applied, school grades are considered as a factor for the older ones. No child is accepted who cannot pass a strict physical examination.

After little "unspecified" Christopher has been selected as an emigré, a code description of him giving his name, age, background, interests, and religion will be cabled to the United States Committee, affording the committee time to put some thought on the choice of an American community most suitable to him. When he arrives in the port of entry, probably New York, he will be sent to an overnight shelter where he will be given a complete medical examination. The next day, or soon thereafter, if he has not in the meantime come down with measles or presented some other problem requiring immediate attention, he will be sent to the regional shelter of the community in which he is to be placed. The regional shelter, like the overnight shelter, will be a preexisting accredited children's institution equipped to study little Christopher's quirks and fancies, judging how many are basic and how many are due to homesickness, and to help the designated child care agency decide in what kind of home he will be most happy. After a short period of observation in the shelter, little Christopher finally will meet Mr. and Mrs. Brown and together they will decide whether or not they want each other.

Such is the plan for handling unspecified children. So far, however, the only unspecified children to arrive have been those sponsored by an organization or group, such as the 200 children brought in through the committee under the sponsorship of the *Boston Evening Transcript*. Though the prospective homes for these children were obtained by the *Transcript* from its readers, they all were investigated under committee procedures, and the children were selected by the American Committee in England. Other groups, notably employes of the Eastman Kodak Company, Warner Brothers Motion Picture Corporation, the Hoover Vacuum Cleaner Company, have had the committee's aid in bringing over and placing among themselves children of employes of their companies' English subsidiaries. The children in these groups were among the first to come into the country under committee visas as plans for them already were underway before the committee was established and consequently they were ready to come when passage became available. The committee is eager to extend its expeditious services and the use of its visas to all organizations planning to bring over groups of children, as a means of drawing the children under its protection and asuring them adequate supervision and care. By the same token, it encourages persons interested in specific children to send for them through its channels.

Many wealthy persons have offered the committee the use of their estates for the group care of refugee children in this country. At first, under Children's Bureau prompting, all these offers were turned down with a flat "no" in an attempt to live up to the ideal of normal family life for each child. However, when a few prospective group sponsors accompanied their offers with requests for specific children already living together abroad—such as children in a boarding school—the idea was reconsidered. The result was a plan, worked out by the Children's Bureau, for the combination of group and family-home care. According to the plan every child living in a group would have an individual family responsible for him, with whom he could spend vacations and on whom he could depend in emergencies. Each arrangement for group care would be under the supervision of a designated child care agency and would adhere to all the Children's Bureau standards for institutional care—medical, educational,

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recreational, and the rest. Provisions would comply with requirements of state departments of health, welfare and education.

In spite of its careful plans the committee, aware that children and foster parents are humans and therefore to a certain point unpredictable, is prepared for occasional "throwbacks" due to sponsors unable or unwilling to live up to their affidavits or displeased with the children assigned to them. So far not one such case has arisen concerning committee sponsored children. However, several instances have been brought to the attention of the committee wherein an independent sponsor who has signed an affidavit enabling a child or a child and its mother to come over on a consular visa, has grown weary of his responsibility of providing support. In the case of an unaccompanied child, the committee refers the problem to one of its designated child care agencies. In the case of a parent and child, the committee, which does not bring in adults or handle their problems, refers the persons concerned to an appropriate refugee or family agency.

THE STORY OF FINANCING THE EUROPEAN CHILDREN'S program is complex enough to be the subject of another article. The United States Committee is now working under funds supplied by "private individuals and foundations" and its special "angel," Marshall Field; the local committees are self-financed; the designated agencies are running on "good will" so far as committee work is concerned. However, a nationwide campaign for $5,000,000 is now underway, focused in the local communities through local leaders. This money when, as, and if collected, will be apportioned by the central committee to itself and the local committees for operating expenses, to the designated child care agencies, and temperary shelters for services rendered, and in cases of emergency to the actual support of children. Transatlantic passage when it cannot be paid by a child's parent will be furnished by the American Committee in London which is raising its own money. But the real hope of the program, the financing of the problematic "mercy ships," is shrouded with vague confidence. "O, somebody will charter them," is the answer at Fourth Avenue.

Last month when a British liner was torpedoed, killing and drowning seventy-seven children who were on their way to Canada (none of them committee sponsored children), the question of the wisdom of the whole evacuation program was raised in tragic terms. After the first paralysis of horror, many people came to the realization that what the children in England are facing is a choice between two dangers—a prolonged danger from bombing, bringing daily terror for an unknown length of time; an equally great danger from drowning, but lasting only a week or ten days and followed by peace and the chance to live a normal life. That the committee believed that many parents in Britain would choose the latter course for their children as the lesser of two evils is evidenced by the fact that it continued to function. Whether the recent announcement of the British government again postponing evacuation plans will affect the plans of the American committee in England is still uncertain.

The U. S. committee now has 1,600 affidavits on file—each representing a home waiting for a child or children. Inquiries have fallen off somewhat with the lull in arrivals, but information from local communities—many of which have not seen one child visitor—are that they would step up considerably with the appearance of a refugee child. More children will probably arrive, but in what numbers no one can predict. In the meantime, while waiting for the opportunity to demonstrate the full flower of their hospitality, the American people have experienced a lesson in organization for child protection not lacking in significance for their own defense program.

On Becoming a Foster Parent

BY MARION D. GUTMAN

DOWN the gangplank they come with their flying hair, their eager politeness, their sporting little grins. And Americans, with misty-eyed accord, bid these children welcome and vow that they will find happiness as well as safety in this country. But to make a child happy requires more than determination. Determination to have life and substance must go hand in hand with the urgent desire to understand that child. For it is understanding alone that will enable us to reach the fears and doubts and loneliness that lie behind those high held chins and gallant smiles.

There is no way of forecasting just how much affection the child with ties across the sea can spare to his American foster parents. One child will skip with little ado into the family circle and by a surprise bunch of wild flowers, a present bought from his allowance, an unexpectedly violent hug, will tell his foster parents that he likes them, and that, if he had to leave his own home, he is glad they let him come to live with them. Another child will walk warily, giving no quarter until he has convinced himself that these strange people are his friends. Still another never will venture beyond the outskirts of the family life, emphasizing by every gesture that he is very, very temporary. It is not easy for foster parents to find happiness with this type of child. It is especially hard if the people up the street have a child who came on the same boat, and who acts as though he had lived with them all his life.

These differences in children cannot be explained, at least by the knowledge that most of us have at hand. They depend on a child's whole life experience, what his parents mean to him, his capacity for change, how he was prepared for the new life, what fears and dreads and tortured loyalties have him in their clutch. The aloof child is the loneliest of all; he cannot ease his pain with new ties and new loves, he cannot be cajoled or reasoned or shamed out of his aloofness.

But the foster parent who will let the child set the pace of the relationship, who will be what the child wants him to be rather than what he himself hoped to be, who will be there when the child reaches for him and vanish when the child feels that he must go on alone, will earn

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the one reward that foster parents want, "appreciation." Though the aloof child never will say, "They were like my own parents," some day he will remember the days of his exile with the grateful thought, "They understood me and that understanding pulled me over some pretty rough spots." Perhaps, this is the greatest tribute of all.

Conflicting loyalties can pull relentlessly at the child who is living in two worlds, and wise foster parents will protect him from this extremity. Each child brings with him from his homeland his own creed and code, inculcated in him by parents who could not know that the day ever would come when the things they taught him would come under the scrutiny of other parents with other ways. Foster parents should not try to make over these children who are merely loaned to us. Such an attempt would be a breach of faith with the parents across the sea, and it would impose upon the child the strain of two allegiances.

NO CHILD CAN KNOW REAL PEACE WHO DOES NOT HAVE the assurance that the things he thinks are important and good are respected by the people in whose home he lives. He should not be asked to choose between parents and foster parents. And if he wants to talk about his house, his dog, his school, the beach where he spent his holidays, he should be allowed to do so. He cannot forget, with the speed of a ship's passing, all the things that for so long made up the terribly important business of his everyday life. He must be assured that the new life is a continuation, rather than a denial, of the old. The ease with which he takes on new customs and the zest with which he finds new interests will depend on the gentleness and respect with which the old ties are treated.

Homesickness would be a simple problem, if it could always be recognized. But it wears strange faces and appears at strange times. It may crop up when a child appears so happy and contented that the adults around him marvel at "how quickly a child forgets." Actually things about home have not lost their power to hurt him. A screaming headline may fill him with terror; there may be an awful moment in the midst of gaiety when he will be struck by the thought that perhaps never, never again . . .; he may be tortured by a sudden stab of guilt that asks him how he can be enjoying himself when his parents are in danger.

If the child showed his nostalgia by looking wistful and far away or by huddling into a corner like a sick puppy, he would find arms aching to comfort him. Usually he shows it by singularly unlovable behavior. He may jump off the porch into the petunias although he has been told a hundred times to be careful; he may bully the baby and tease the cat; he may say "No" to all the things to which he should say "Yes." He is protesting against the unhappiness that has crept up on him, and he is all the lonelier and more miserable because he is in wrong with the entire household. The imaginative foster parent will understand. He will see that a child's indirectness is like that of the woman who is curt with her offspring because she lost too much at bridge, or like that of the man who is rude to his wife because business is bad.

In the job of taking care of other people's children, where blood ties, tradition, family custom do not furnish the answers, foster parents should not be asked to carry on alone. Years of transplanting children, whom some tragic circumstance has robbed of the security of their parents' home, have given social workers experience in problems that are bound to arise. Their help and advice should be available for the foster parent who, for the moment, faces a problem a little too difficult or different for him to thrash out alone.

Perhaps social workers, because they have learned how much depends on the way the child is prepared for his new home, can render their most important service to foster parents during the preliminaries. Although the "guest child" has received some preparation before he leaves his own shores, much remains for the person to do who meets him at the boat and takes him through his first strange days. He will be full of the weeks of family deliberation before it was finally decided that he should come to America. Some of the family and friends said he'd be homesick, others that he would forget his people. He needs help if he is not to be caught between these two alternatives. Someone must be ready to answer his many anxious questions about the house he'll live in, the people who'll take care of him, the school he'll go to. He must be given as much detail as he asks for about the plans that have been made for him, so that the steps that lie ahead will lose some of their terrifying strangeness, and he will not feel that he is being propelled into the unknown by all-powerful adult forces. And if the person who is with him during these first hard days can earn his confidence, she will be able to give him confidence in the home to which she guides him.

THE MATCHING UP PROCESS IS A POINT AT WHICH SOCIAL agencies can be helpful; for placement, like marriage, is a matter of matching. The child who is accustomed to rugged economies should not be placed in a home where the yearly income is apparently inexhaustable. These children are merely loaned to us, and we must keep them ready to step back, after the duration, into the way of life in which they have been brought up. Tragedy can be brewed by giving children luxuries which their parents never can hope to duplicate.

In matching there is also that very important matter of intellectual compatibility with other children in the home. Some children take the school grades at a gallop; others are lucky if they make inch by inch progress. While it is true that a conscientious student may have an uplifting effect on him who does his homework between the first and second bells, still the matter of native endowment cannot be ignored. It would be unfortunate to house an intellectual starlet and a modestly endowed child under the same roof.

It is also important to take into account a child's place in his own family. Is he the only one, or are there more of his kind? Is he one of many or one of few? Is he first, last, or in-between? Two youngest might wage a right good battle over the place with few responsibilities and many privileges to which each is accustomed. Just so a sedate little only child might find it hard to get settled in a houseful of roaring children.

But what about the foster parents? What do they derive from this experience to which they must give so much of themselves? It is hard to talk in absolutes, because foster parents, like children, have their individual differences. But, one thing seems certain. The person who takes a strange child into his home and gives him understanding and a chance, will have something of imperishable value to keep him company the rest of his life.

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A Tribute to Maud Ballington Booth

By JAMES V. BENNETT

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NO one who is familiar with the problems of the prison can gloss over the startling fact that 56 percent of the 180,000 men and women in prisons and reformatories today have previously been in some kind of a correctional institution. Why do so many return to prison? Partially it is because our prisons are handicapped by overcrowding, inadequate staff, and failure to meet the economic and emotional needs of the prisoner. But the more important reason why so many men return to prison is because society itself forces the ex-prisoner to return to crime by making it impossible for him to earn an honest living or associate with honest people. The ex-prisoner is shunned on every hand, discriminated against, and exploited by those seeking cheap labor. One of the prisoners who recently came back into one of our institutions explained it this way: "Sure, I was free. Free to be a bum, free to walk the streets cold and hungry and to sleep in alleyways, free to go from one employment office to another, free—indeed—but in a cruel, friendless world. *You should ask why I'm back.*"

I am confident that at least 85 percent of the men leaving the prison gates do so with the firm determination not to come back, and yet over half of them do return to prison within five years and sacrifice the freedom they have longed for through many bitter days and sleepless nights spent behind the prison bars. What these men need is kind, intelligent help and guidance in the community.

FORTY-FIVE YEARS AGO OCCURRED AN event which was destined to have great influence on the prison program of the world. In that year the prison officials of the California prison at San Quentin invited Maud Ballington Booth to visit the prison. From that time she dedicated her life to prison work. In May 1896, the warden of Sing Sing Prison also invited Mrs. Booth to speak to the assembled prisoners in the chapel. This was the beginning of the Volunteer Prison League, a division of the Volunteers of America.

The progress which grew up around the Volunteer Prison League brought together all those essentials which the early Quakers, and Dwight, Wines, Mullins, and Butler had urged but for which it always has been difficult to secure official recognition.

First came the prison visiting and the moral instruction. Groups of devoted

Globe Press Photo Service

Mrs. Booth's seventy-fifth birthday was marked by many warm tributes to her years of service, this among them.

men and women were sent into the jails and prisons of America by Mrs. Booth with the message that somebody cared what happened to the prisoners. They brought the gospel of repentance and forgiveness, of rebirth and new life to men who had abandoned all hope of a future. They sought out the families of prisoners who were in need and helped them tide over the difficulties inevitable when the breadwinner is removed. Realizing that one of the greatest needs of social outcasts is to belong to somebody or to something with a social meaning, they drew them into the league to which even the most desperate character could belong and find a helping hand. Later, recognizing that the first need of a discharged prisoner is shelter, food, and a job, Mrs. Booth set up her great experiment in "Hope Halls," the first of which was opened in New York City. Before the days when parole supervision helped prisoners find homes and jobs, thousands of ex-prisoners found sanctuary in these halls—rest, food, shelter, and helpful advice while seeking a job and a more permanent place to live. To many a man these simple aids, given without question to anyone who asked, meant the difference between a return to crime as a way of life and a chance to make good. In other words, Mrs. Booth and her workers carried on the very fundamentals of good prison service when public officials could give little more than custodial care.

Nor has this work ceased with the organization of effective state parole programs. Today the Volunteer Prison League carries on its work in such important centers as Los Angeles, Kansas City, Columbus, and elsewhere. It is estimated that 200,000 ex-prisoners and half a million relatives of the imprisoned have been helped by these efforts and as many as a thousand prisoners have been paroled to the league at one time.

For nearly a half century Maud Ballington Booth not only has directed and organized a many-sided program for the improvement of the American prison system but has herself gone into the jails and prisons of America ceaselessly preaching the word of hope, talking with individual prisoners, strengthening the weak, and encouraging both inmates and officials who are attempting to promote a better understanding between the prisoner and society. Mrs. Booth has always done this with the utmost tact and good feeling. Never has she insisted upon her right to enter a public institution where she was not invited. She has, indeed, been the more welcome because we have come to realize that her sincerity and practical understanding can help make over the emotional life of those with whom the warden must deal. As at San Quentin and Sing Sing, so later she was invited to aid in the work at Joliet and Leavenworth. Governors and legislatures have sought her advice. Said my friend Warden Johnston of Alcatraz, "She is the one woman who is admitted without question into every prison in the United States."

WE ALL KNOW THAT REFORMATION TO BE lasting and to be effective must come from within. True reformation is essentially a change of mental and emotional processes, a realization and strengthening of the intangibles of the mind and soul. Mrs. Booth has stimulated the thought and feeling of more prisoners toward sincere reformation than any other single individual who has been engaged in prison work during the last half century. She has been able to do this because she speaks more than the language of the criminologist. She speaks not only of classification of prisoners, of psychiatry, of legal rights, but also the more vibrant words of essential justice.

Recognition of her great work has come to Mrs. Booth from the humble and the great. But more precious to her, I know, than all the commendation from those in high places is the knowledge that thousands of unfortunates have come to her for help and never in vain.

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Treating Youth Crime

By CHARLES L. CHUTE

Executive Director, National Probation Association

A NEW legislative program for the treatment of youthful offenders over the juvenile court age has been advanced by one of our leading associations of lawyers, the American Law Institute. One model bill, the so-called Youth Correction Authority Act, has been approved by the institute. Another, the Youth Court Act, has been published but is still in the proposal stage, not yet approved by the institute. Judge Curtis Bok, a member of the committee which drafted the bills, says that they represent the institute's "first excursion into crime." [See "Youth Justice" by Curtis Bok, *Survey Graphic,* June 1940.] Hitherto this body of lawyers has concerned itself, as "big" lawyers usually do, with the intricate problems of civil law, rather than with criminal law and crime treatment which involve social quite as much as legal problems.

The committee that worked on the bills for about two years includes lawyers, criminal court judges, criminologists, penologists and one prominent psychiatrist. Their proposals were put forward in a well-planned publicity campaign including a series of effective nationwide radio broadcasts. In various stages the bills were sent to a number of consultants whose participation, however, was limited to submitting written comment and suggestions. Finally the members of the committee presented the program at various conferences of penologists, social workers, and other groups.

Any program so sponsored and launched calls for careful critical evaluation and forthright discussion by social workers in the light of their experience and in relation to the foundations already established for the treatment of youthful offenders.

The basic purpose of both the institute bills is to set up new and more effective agencies for treating youth charged with and convicted of crime. The need for more scientific and uniformly efficient agencies is assumed. While no statistical evidence of increasing crime in the youth ages is presented, it is pointed out that our largest and most important group of offenders occurs between the ages of sixteen and twenty-one, a group which comprises only one eighth of our population over fourteen years old, but accounts for one fifth of our serious criminals. "More criminals are made than unmade by our present system of handling youthful offenders," the committee asserts. Reformatory and prison records show that neither the threat nor the experience of punishment stops youths from committing crimes. The repeaters start as youths and continue their crime careers on into adulthood.

There can be no doubt of the seriousness of this problem. Many agencies, public and private, fully aware of its seriousness, have been at work for many years developing more effective systems of probation and parole especially for youth, establishing new and better types of reformative institutions promoting the extension of clinical service in the courts. Efforts, partially realized in a few cities, to establish separate adolescent courts or to extend further the more scientific, social processes of the juvenile court, represent further developments in the same direction. Undeniably progress has been made toward the solution of the problem.

The issue raised by the American Law Institute in its model bills is not, as stated by the committee, whether or not we shall substitute individual, reformative methods of treatment for old penal methods. That issue has been joined and progressive workers in this field are practically unanimous in their advocacy of methods of social treatment designed to adjust or reform the individual, rather than the use of punishment *per se*. Our criminal laws and procedures have been greatly modified by the introduction of probation, the indeterminate sentence, reformatories and work camps, and finally parole—all methods founded on the principle of corrective treatment. The issue raised by the committee is whether the establishment of a new type of treatment board and a separate youth court is practicable, and whether it will advance the methods of individual, social treatment more rapidly than the continued extension and improvement of present instrumentalities.

THE major new proposal of the Youth Correction Authority Act is the establishment in each state of a statewide treatment board, to be known as the Youth Correction Authority, made up of three persons appointed by the governor for nine-year overlapping terms. No qualifications for the members are specified in the bill, but legal, administrative, educational or correctional experience is suggested as a requirement.

Youths above the juvenile court age and up to twenty-one, convicted in any criminal court, must be committed to this board. The only exceptions are offenders who may be sentenced to death or life imprisonment and lesser offenders who, under the law, may be fined or sentenced to short jail terms—a limit of thirty days is suggested. Juvenile courts may commit youths of sixteen or over, but it is not made mandatory upon the board to accept them.

The board is given complete control over the youths committed to it. It is required to investigate and examine them periodically; it controls their detention after commitment, *but not before.* It is given the power which courts now have to commit to existing institutions, and it may release the offender "under supervision," (amounting to a system of probation, but not so called). It may discharge cases at any time. All power to grant probation, or even to suspend sentence in these cases, is removed from the judges. In the words of Judge Bok, it is desired to "clip the wings of the judges," to limit their work in these cases strictly to judicial determinations.

After a youth has been committed to the board, its control over him may continue up to the age of twenty-five or even longer, with the right of periodic review by the court. Appeals are provided for in all cases.

The authority is empowered "to the extent that necessary funds are available" to establish and operate places of detention, examination, and confinement, and "other correctional or segregative facilities, institutions or agencies," also to employ its own staff for investigation,

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examination, and treatment of youths. The act is not to be put into effect until the authority has established or approved suitable places of detention and examination, and "has other facilities and personnel sufficient for the proper discharge of its functions and duties."

These are the essential provisions of this far reaching proposal. Few will disagree with its objectives: to promote more individual study and social treatment of youth offenders, to make that treatment more uniform. It is admitted that actual decisions as to treatment as well as the treatment itself would have to be administered by subordinates scattered throughout the state who, however, would serve under one policy-making board.

The act itself recognizes the necessity for adequate facilities and personnel to make it effective. To this end a large appropriation in addition to those now available would be necessary. The success of any such plan would depend on the possibility of securing a sufficiently large professional personnel divorced from political control, a divorce which should apply to the members of the board as well as to the subordinate staff.

The act provides that the new board may use existing agencies for the care of its charges, including probation and parole officers now employed by courts and existing state boards, but it is given no authority over them. These officers now are usually inadequate in numbers and overloaded with cases; they scarcely would be inclined to volunteer their services to another agency which did not employ them, and if they did so they would be serving two masters. If this new board had all responsibility for investigation, examination, and treatment of youth on probation or parole, it would seem necessary for it to employ its own large staff and compete with present agencies for state funds and for qualified personnel.

IN relation to court powers the question may be asked: Is it desirable or even possible to go so far as to deprive the courts of the power to place on probation or even to suspend sentence for this important group of offenders? We have developed our present probation laws after years of struggle. In many states the right of the courts to suspend sentence, followed in practice by the use of probation, has been declared by their highest courts to be an inherent power. All except eight states now have enacted adult probation laws, regulating and implementing the traditional procedure of suspending sentence on good behavior, but always retaining in the hands of the judiciary the power to grant probation. Taking this power away from the judges would be likely to limit the use of this most important method of social treatment and would tend also to lessen emphasis on preliminary social investigations, extensively developed today in courts with good probation departments. Incidentally, if the court has no power to consider individual factors by granting the youthful offender the benefits of constructive probation treatment, but must sentence all alike to a state correctional authority which *may* overemphasize institutional treatment, the number of convictions and certainly the number of pleas of guilty might be reduced. Taking away from the courts the power of using probation for this large group of offenders to whom its processes are especially adapted, would be likely to weaken or impede the development of other court probation services greatly needed for many of the older offenders. Under our present laws much progress has been made in recent years in developing adult probation and parole systems and in improving institutions. Would this progress be stayed by driving off on a new tack? And another question: Would there not be a conflict of authority between the new board and existing agencies, especially the institutions and the parole departments? The board, while lacking any control over these institutions and agencies, has a continuing control over the youths committed to them.

Before this act can be recommended for enactment in any state, still more questions must be asked: Is it practicable; can the funds be obtained; how does the scheme fit in with previous programs developed in the field of crime treatment; what will be the relation of the new board to already existing correctional agencies? Shall we not go further in the campaign to secure individual social treatment, not only of a limited group, but of all offenders by pursuing an alternative program?

1. Extend probation service to all courts with adequate trained staffs, removing the unnecessary limitations in the laws arbitrarily based on the number and kind of offenses committed. Continue the movement to extend state supervision and state financial aid so that well trained, merit-appointed probation staffs may be available to every court in the state.
2. Develop clinics under state public health auspices to serve all criminal as well as juvenile courts.
3. Adopt a complete indeterminate sentence procedure so that judges may commit to institutions without either minimum or maximum sentences. Provide, preferably, that all commitments be made to a state welfare or institutional board, but in any case permit transfer of persons from one institution to another by such state boards.
4. Establish in each state an adequate board of parole coordinated with the state welfare or institutional board, with power to determine the length of sentence in each case after adequate study, and with the duty to supervise and aid toward adjustment every person released from any correctional institution.

The American Law Institute's second proposal, the Youth Court Act, would establish a new and separate court to try youth between the juvenile court age and up to twenty-one. In a minority of states this would cover a five-year period, but in the twenty-seven states which have increased the jurisdiction of their juvenile courts to the eighteenth birthday or higher, the court would in general deal with youth only during a three-year period. The proposed new court would be another criminal court with little modification of criminal procedure. Informal private hearings, as in the juvenile court, are not prescribed.

The chief objectives of this proposed act seem to be: to expedite the trial of arrested youth; to afford a measure of protection and segregation while they are detained and awaiting trial. The notes accompanying the present draft of the bill state that the youth court is proposed "only for states in which the post-conviction Youth Correction Act has been adopted." This is evident, since the only disposition of convicted youths provided for in the bill is commitment to the Youth Correction Authority. No provision is made for social, mental or physical diagnosis in the court, or for probationary treatment.

As the proposal itself states, such a separate court for minors would be feasible in only a few large cities. And yet the prompt, effective social treatment of youth is not as stated, "a matter of purely local concern." The problem is statewide and the evils of police handling and long jail detention are found in rural as well as urban districts. Youth courts, or special procedure for dealing with youths

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in existing courts, should be statewide for the same reason that juvenile court systems should be statewide. Protective detention and prompt treatment should be guaranteed to all youth. In addition a modified procedure in a court having the services of a well organized probation department, clinic, and other necessary services, should be assured. To avoid the evils of jail detention, laws should provide that *all youth,* if they must be detained awaiting trial, should be segregated in special detention quarters where they have no contact with old offenders.

There is no argument among progressive workers in the correctional field over the objectives of the two measures, so far as they go. The question posed by the American Law Institute's program, a question which merits much more thorough examination than it has yet received, is of the method of realizing them. Will they be realized more generally, speedily, and economically by the new instrumentalities proposed by the institute's committee or by building on foundations already laid, specifically by extending the jurisdiction of existing juvenile or domestic relations courts to deal with youth up to twenty-one, with special youth divisions where possible; the extension to all courts of adequate probation and clinical service; adoption of the indeterminate sentence; improvement of our existing parole and institutional boards?

That is the question before the house.

Local Social Planning

By ARLIEN JOHNSON

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"Needs that were narrow and parochial a century ago may be interwoven in our day with the well-being of the nation. What is critical or urgent changes with the times."—The late Justice Cardozo.

IN the past decade we have seen old forms of organization give way to new, traditional relationships in social work change; gradually we are becoming aware that new patterns are emerging. It is timely therefore that we examine our social planning agencies in the light of the needs that are "critical and urgent" today, and of our will to "make democracy work."

The community organization movement emerged around 1920 following our experiences of the first World War. The cooperative activities involved in wartime services and the nationwide campaigns for overseas social service programs developed local community self-consciousness. In such soil the private social agencies began to feel a new mutualism. The council of social agencies and the community chest afterward became the accepted instrumentality for central planning and joint financing.

Today almost 500 cities have community chests, and 306 have councils of social agencies. Councils exist in all cities of 500,000 population or over and in 85 percent of the cities between 100,000 and 500,000. They are less common in smaller cities. The chest is most useful in larger cities as a mechanism for efficient, economical financing of private social work. The council likewise is most useful in urban centers where private social agencies and institutions are well established, and where public agencies and institutions are well developed. In cities where chests and councils both exist, an interlocking directorate and staff is customary.

Today we are living through another world crisis. Ten years of depression have left a trail of maladjustments and bewilderment that has affected every individual in America, directly or indirectly. Problems of which we were dimly aware have become critical and urgent. Protracted unemployment with its demoralizing effects upon men, women, youth, and aged members of the family group, still submerges a third of our population. Some six or eight million children are growing up in families that are dependent for food and shelter on various forms of relief. What bearing do these problems have on social planning? How have they affected those communities in which councils of social agencies are well established?

Four developments that have resulted from or have been accelerated by the depression and that are affecting community planning may readily be distinguished. The first of these is the spread of social work under public, that is, governmental auspices. Probably 95 percent of the dependents throughout the United States are receiving assistance from agencies supported from tax funds. Although, prior to 1930, public funds supplied about 70 per cent of the country's total relief expenditure, the quality of administration did not compare favorably with that of private agencies. Now, however, from the standpoint of increasingly effective administration, of volume and quality of service rendered, and of personnel, the public agencies are a force to be reckoned with in community planning.

A SECOND notable development is the extension of social work to rural areas as a part of the public welfare program. With the exception of the American Red Cross and a few of the so-called character building agencies, private social work up to 1933 had barely penetrated rural communities. The Federal Emergency Relief Administration, from 1933 to 1935, gave us our first experience with a comprehensive coverage of those in need of assistance, and introduced the principle of federal, state, and local financial participation. The Social Security Act has put that principle on a permanent basis for the aged, blind, and children, and in addition has introduced rural communities to child welfare services under competent personnel and to maternal and child health programs. The coordinating council and the community council have met an enthusiastic reception in small towns during the last few years, because these councils have been primarily citizens' councils whose interests were in problems more than in agencies.

A third development affecting community organizations is the increasing stress on research as a basis for community planning. At one time the studies were directed toward securing material that would answer questions raised in chest agency budget reviews, but now many chests employ at least one person who gives full time to the collection and analysis of data that relate to the total volume, cost, and characteristics of all social work in the community.

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The federal and state governments have stimulated the interest in research in scores of ways. Indeed, the necessity for fact-finding is so well accepted that probably we now should focus on the interpretation and synthesis of what we have discovered, and on the interrelationship of planning in the economic, scientific, and social aspects of living. We can no longer be content with economic planning or educational planning or social work planning, but must endeavor to integrate our efforts if they are to have genuine significance.

Finally, new forces are profoundly affecting community planning and community action, namely groups with a consciousness of common interests and power who are making themselves articulate—the pressure groups which have arisen out of the depression. The Townsend Clubs for the aged, for example, the American Youth Congress with its constituent membership, the Worker's Alliance, have made themselves national forces for social change—in their own behalf it is true. There are also the rank and file movements that have found expression in industrial unionism. They are aggressive advocates of democratic procedures, of identification with the masses of the people. The schools, the churches, the service and fraternal clubs, responsive to these same influences, are urging upon their members the value of coordination and participation in community affairs.

What modifications in community chest and council structure and program do these four developments suggest? Does the rise of rank and file groups indicate that in the future we should give more weight to representation from groups than from individual "representative" citizens? How can governmental agencies have representation commensurate with their importance in the community social work program? Can we develop planning agencies in rural communities? And finally, should councils concern themselves with social action with respect to community problems, or should they limit their activity to professional problems?

WITH these questions in mind, let us examine our council structure and program. The usual pattern of organization is a delegate body made up of representatives, one lay and one professional, from each social and health agency in the community with, sometimes, individual members. Agencies eligible for membership usually are defined in terms of governing board, staff, and objectives. Those most frequently included are member agencies of the community chest; private social agencies not participating in the chest; public departments which meet the definition of "social agency." Individuals elected to membership usually are designated as "well qualified" because of their community interests or because they are representative of certain specified interests such as labor, parent-teacher associations, luncheon service clubs, fraternal orders, and so on. Selection of these individuals, however, practically always is made by the council and not by the organization concerned. One might question, therefore, whether this representation is not on an individual rather than an organization basis.

Although governmental agencies have become increasingly important in the total social work program, their representation on the community planning body, the council, has not been equalized. The public agency, spending as much in a month as all the private agencies together spend in a year, still has only two delegates to the council. Here is a source of great weakness in community planning. Only where the council has exceptionally strong and trusted leadership do the public agencies feel themselves an integral part of it. Too often they regard the council as a private agency enterprise with which they cooperate but upon which they do not depend for action.

ANOTHER source of limited participation is in the choice of individual members. Back in the 1920's, when private social work dominated the scene, it was logical to draw "influential" citizens into community planning. Men and women actively associated with chambers of commerce, with professional associations and clubs were invited to become members of committees and boards. Indeed, private agency boards were made up largely of men and women from the well-to-do groups. But who are the "influential" groups in the community today? For the public agency they include pressure groups, political parties, other governmental departments whose work touches on public welfare, and just ordinary middle-class citizens. Can local community planning make progress if it ignores these forces? One of the strongest arguments for decentralized planning by means of neighborhood councils is that in this way we mobilize all strata of the community and reach groups which could not possibly be represented in a central functional council. Somewhat different techniques are required for neighborhood and for functional councils, which may account in part for the tentative progress they have made in Pittsburgh, Detroit, Hartford, and a few other cities which have been bold enough to undertake decentralized planning.

While the basis of agency and individual representation is a serious obstacle to unified action, the most serious defect in council structure is the close identification of the council with the community chest. According to Community Chests and Councils, Inc., "Where both chest and council exist, close integration between them is a general rule." This integration may be accomplished by a single constitution or by a single staff which serves both organizations, or by both. Four fifths of the 306 councils report such a combination in whole or in part. We have the dilemma at once, therefore, of the council attempting to represent all of the agencies and groups necessary to effective planning, but at the same time being a part of the chest which is concerned with a minority of those agencies.

A more logical relationship would seem to be to have the chest a department of the council. Actually, in an integrated organization however, the chest is the dominant agency. Take, for example, Cincinnati where the council was the original agency organized in 1913 with a community chest added in 1915. The two organizations united in 1922 under the name "Community Chest and Council of Social Agencies." In 1930 the name was shortened to "The Community Chest," and the council became one of its departments. Even where such complete absorption does not occur, close association with the chest has certain deterrents to communitywide action.

First of these is the effect upon public opinion. The community chest is remembered by the man on the street because he has been solicited for a contribution. Industrial and group solicitations, well organized in most cities, too often have created resentment among wage earners who, through their unions, are now important factors in social action. When a council of social agencies which has offices with a chest invites a labor union representative to participate in a council committee, the invitation is viewed

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with suspicion. Fairly or unfairly, the chest always is suspected of an ulterior motive. A second effect of the association of council and chest is the interruption of council work when the staff must help with the annual campaign for funds. One report from a council of social agencies frankly admits the situation:

> There is no clear distinction in actual operation between the counseling and community planning functions on the one hand, and financial functions on the other. With increasing difficulties in raising money during the depression, it was necessary for all members of the staff to devote more attention to financial problems . . . . Campaigns have had to be more carefully planned, preparation made farther in advance, a greater amount of interpretative publicity devised—all of which have necessarily absorbed a larger portion of the year.

Granted that planning can scarcely proceed without relation to financial resources, is it advisable to have the council involved to such a degree with the financing of private social agencies that it necessarily must lose perspective on the total problem of financing from public as well as from private funds? There are many instances of the council staff working with the administrator of a public health or a welfare department on special problems, but who has ever heard of a council which has annually taken responsibility for analysis and promotion of the total budget of a public welfare department?

THE inhibiting effect upon social action is probably the greatest drawback of all in the association of chest and council. The questions that come first to the mind of the executive when action is proposed, are "Will it offend any of our contributors? Will it harm us in the next campaign?" For example, the council proposes to endorse legislation to extend coverage of unemployment compensation to domestic employes. Instantly there are telephone calls from the president of the leading woman's club, from the secretary of the chamber of commerce, from the president of the community chest board, all threatening to withdraw their contributions if the council promotes such "radical" legislation.

The limitations so far discussed are inherent in the structure of council-chest organization — limitations in agency representation, limitations because of omission of rank and file groups, limitations due to identification with chest campaigns to finance private agencies. Another limitation, closely related to structure, is the base of financial support for council activities. Money and control are closely interrelated; but so are money and a sense of responsibility. We appreciate what we pay for. It seems to me inescapable, therefore, that if we widen council representation to include public agencies more adequately we must devise a plan for joint public-private financing of council activities. A subsidy from public funds would not be advisable, nor does payment of a membership fee meet the situation. A new governing body, independent of chest control and protected from political manipulation, is required. Both public and private funds must then be available to support the organization. The extent to which coordinating councils have been supplied with staff by boards of county commissioners, probation departments of juvenile courts, and public school boards is evidence that the use of public funds for social planning is possible.

The last limitation to be mentioned has to do with program. Might not the traditional divisions of the council into Family, Child Welfare, Health, and Group Work be challenged in the light of the developments of the past ten years? While scattered councils have set up divisions or committees to give special consideration to such "hot" problems as the aged, youth, juvenile delinquency, neighborhood planning, local government and public finance, much less often are councils studying such fundamentals as the relation of social insurances to relief, or the coming alliances between health education and welfare agencies in the field of planning.

THE purpose of a council, states Community Chests and Councils, Inc., is "To bring about improvement in the quality and adequacy of the social and health services of the community and better to relate these services to the community's needs." Perhaps rightly, attention has been centered upon *agencies,* upon their standards of performance, upon coordination of their efforts, upon establishing new agencies where gaps existed. (Much more difficult has been the burial of agencies that have reached senescence.) But have we not arrived at a new stage of growth in our conception of community planning? Given a council structure that is communitywide, which includes new forces important in our community life today, a council structure which is supported from public as well as private funds, given all that, what should be its program?

Two additional objectives for community planning immediately suggest themselves. The first of these is a "community inventory," its purpose to relate research facilities and findings to the problems of the community. Already mentioned is the importance of synthesizing our knowledge, of bringing our social and our economic planning into relationship, of clarifying and unifying the relationships between education, health and welfare services. Studies of official and voluntary agencies during the last ten years have made available information on which to plan for the total community. The task now is to apply and interpret the materials at hand. A community inventory calls for a community council as distinguished from a council of social agencies; it calls for an attack on underlying problems that affect individuals and family life; it demands courageous and imaginative leadership which can help reshape institutions and ideas.

The second objective that should be included in community planning is decentralized participation. The present world cataclysm again has aroused our feeling for democratic principles and our faith that individual worth best can be realized through small community groups indigenous to the locality. Experiments with neighborhood councils, sponsored by councils of social agencies, already have been mentioned. Another type of council that has spread, partly because of its promotion, and partly because it has met a real need, is the coordinating council which in some places has become a community council, and in cities is a neighborhood council.

California, where coordinating councils originated, now has 180 such councils of which two thirds are in cities and towns under 25,000 population. The distinguishing characteristics seem to be threefold: lay membership predominating; governmental agencies lending financial support; a program beginning with prevention of juvenile delinquency and expanding as needs and leadership direct.

The California experience would seem to illustrate first the response of the ordinary citizen to a coordinating program focused on a limited problem—youth; second, the interest of governmental agencies in such a program outside the council of social agencies. Both citizens and public agencies perhaps are more interested in problems than

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in agencies or procedures, but both are learning that professional leadership is indispensable. The third lesson from California experience is that a coordinating or community council answers the needs of rural communities because it provides for the participation of citizen groups, much more numerous in such areas than social agencies.

Many examples can be cited to illustrate the trend toward experimentation in decentralized organization for social planning. State legislation in Washington and Illinois encourages the appointment of citizen committees to study local problems. Many other recent statutes provide for appointment of advisory committees of citizens for aid in the development of functional programs. The Rockefeller Foundation is financing two significant experiments. One is the Northwest Planning Council, the purpose of which is the coordination of research, planning, and administration in relation to human as well as natural resources—an example of the community inventory type of organization mentioned earlier. The other project described as "an experiment in democracy" is a five-year program of "cooperation and coordination in community development participated in by citizens, organizations, and agencies of Greenville City and County, S. C. and by Furman University and the Women's College of Furman University, the Greenville Public Library, the schools of Greenville County, the Greenville City Schools and the Parker District School." Here is an attempt at integration of resources and at the same time the organization of local communities under leadership with specialized preparation of various kinds—health, recreation, adult education, and so on.

Can it be that these examples of neighborhood and community councils are straws in the wind to indicate a new component in community organization? It seems possible that we are entering upon a new era, one in which unfamiliar forces are at work, their formulation hastened by the depression and world chaos. As an instrumentality a new form of council is needed for community planning, one that will give expression to governmental agencies, to rank and file citizens' groups, and to persons in rural communities. Social workers themselves need a new technique to help these councils to function. If we can make real what we see dimly, our accomplishments in the next decade may be as noteworthy as were those of the community chest movement in the decade preceding.

This article is drawn from a paper presented by Miss Johnson at the Grand Rapids meeting of the National Council of Social Work.

The Settlements Face the Future

IN contrast with the early autumn tranquility of the countryside was the preoccupation with war and national defense which dominated the twenty-eighth meeting of the National Federation of Settlements held last month at Pocono Pines, Pa. Though the five-day program of institutes, round tables, and general sessions was well balanced among various settlement concerns, the "impact of world events" penetrated into nearly every discussion and submerged all else when resolutions were framed.

The seven institutes, with three sessions each, covered a variety of subjects ranging from the broad concerns of neighborhood relationships, youth problems, housing, to techniques for intramural programs, educational, musical, administrative. In line with the general undercurrent of the conference, the institute that attracted most interest was that on the effects of the war on settlement programs, led by Charlotte Carr of Hull-House, Chicago, Emeric Kurtagh of Henry Street Settlement, New York, and Paul Kellogg, editor of *The Survey* magazines.

The twelve round tables, confined to one session each, were concerned with specific programs on the development of working techniques. Subjects covered play programs for children, community study and organization, government housing projects, volunteer service, case work-group work experience, in-service training.

The general sessions gave full vent to the interest in world affairs. At the opening session Harry D. Gideonse, president of Brooklyn College, spoke on the impact of international events on the American way of life; at the closing session Helen Hall, the federation's retiring president, compared the difficulties lying ahead for young settlement workers to the problems presented by the post-war world of twenty years ago. Illustrative of these difficulties was the subject of the preceding general session, pertaining to the registration of aliens and anti-alien agitation. Here the speaker was Earl G. Harrison, director of the alien registration division of the U. S. Immigration and Naturalization Service, who urged the settlements to cooperate in helping aliens to understand the necessity of obeying the registration law. [See page 296.]

Two themes run through the conference resolutions: support of the national defense program; the need for vigilance in protecting democratic rights within that program. Realization of America's place in the international scene is reflected in resolutions calling for extension of the embargo on war materials to Japan and for additional aid to Britain. Awareness of the danger of losing democracy in the zeal to defend it, is reflected in resolutions concerned with protection of aliens and with the selective service program. Those concerning alien registration point to the problems facing aliens whose legal status is questionable because of the "complex technicalities of the law," and call for the issuance by government authorities of a "statement of policy fully stating the treatment to be accorded to various problem cases of registrants." Those concerning military service oppose any racial or economic discrimination in the draft; urge respect for the rights of conscientious objectors; the preservation of labor standards for men returning from service; recognition of sound vocational guidance methods in the training program to parallel conscription; regard for the individual in both these programs; avoidance of discrimination in the selection of draft boards.

Complementing these resolutions are others concerned with the nation's internal welfare, "the first line of defense." They call for passage of the Senate housing bill, S591; wise planning to make "defense" housing programs of permanent value; maintenance of the social gains achieved in recent labor and security legislation.

Officers elected at the conference were Alice P. Gannett, Goodrich Social Settlement of Cleveland, as president; Clyde E. Murray, Munhall Neighborhood House, Munhall, Pa., as vice president; Albert J. Kennedy, University Settlement, New York, as treasurer.

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Here in Washington . . By Rilla Schroeder

AS this is written (September 27) the excess profits tax bill remains in conference, with the fate of the Harrison amendment still in doubt. This provision virtually gives the President power to rewrite the Social Security and Railroad Retirement Acts as they affect men inducted into the military and naval services.

Unquestionably the conferees will do something about this amendment. Its chances of going through conference almost undebated, as it did in the Senate, are slim. They may decide to drop it entirely and let the House Ways and Means Committee submit separate legislation, or they themselves may revise it.

Washington Press-Photo
RILLA SCHROEDER

The necessity for such legislation has been recognized since the introduction of the selective service and national guard bills. The agencies administering the Social Security and Railroad Retirement Acts have been considering the needed technical changes, and their recommendations are now in the hands of the conference committee as well as of the Finance Committee of the Senate and the House Ways and Means Committee. In a message to Congress on September 14 the President urged early consideration of the problem and speedy enactment of the necessary legislation.

Some intimation of the nature of the recommendations submitted by the two agencies may be gathered from a recent statement by Wayne Coy, assistant Federal Security administrator, to the effect that the problems considered included: the loss of insurance rights by workers transferred from covered employment to excluded jobs; national guardsmen with dependents who wanted to remain in the service (the act gives them the right to resign); those called up in the draft; and, finally, the problem of the guardsman or conscript who found his job gone at the conclusion of his year's service. The act, of course, provides that employers must rehire such men, but there are circumstances such as reorganization, dissolution of partnership, liquidation of a firm, death or disability of the employer, in which this might be impossible.

The entire picture is still so new that many factors remain out of focus. Certain angles, however, are beginning to take shape and are not being ignored by the powers that be. It seems unthinkable, for example, that the government should neglect, as it did in the previous draft, men rejected for physical disability. In the first World War, according to War Department figures, 340,623 men were rejected for general military service because of physical handicaps. And yet there was no organized effort on behalf of these men found unfit to serve their country because of physical defects. No one knows how many of them could have been put into shape by proper treatment and care, but, certainly, many of the defects were remediable.

In the inner circles of Washington this problem is getting more than a little thought. A program probably will be announced in the near future. There are extremists who would see every man registered given a complete overhauling —Wassermann, teeth, flat feet, and everything; but the answer will be somewhere between their dreams and reality. The Health and Medical Committee recently appointed as advisers to the National Defense Advisory Commission has the question under consideration.

With the object of keeping the guardsmen and conscripts in good spirits and happy away from their homes and families, the War Department has revived the old Division of Morale and Recreation of World War days. Its first pronouncement comes as something of a shock to the private agencies whose job it was, in the old days, to keep the boys from brooding. The division has announced that, after twenty years study of the problem, all recreational activities will be conducted directly under the supervision of, and largely by, the War Department itself. As one high ranking officer commented, "It is the Department's job and it ought to accept it." Private agencies seem unlikely to figure in the picture.

THE SUPPLEMENTAL CIVIL FUNCTIONS Appropriation bill, passed by the House and now awaiting action by the Senate, carries an additional $93,719,500 for training approximately 700,000 defense workers. Of this the Office of Education gets $61,219,500 and the National Youth Administration $32,500,000. The appropriation will permit NYA to expand substantially its out-of-school training program as it has hoped to do for some time. It is planned to take over old school buildings and to buy equipment with which to train unemployed youth in defense activities. The Civilian Conservation Corps could give its enrollees similar training and may do so, but no new appropriation would be necessary as all that would be needed would be re-allocation of funds. It is estimated that 85 percent of NYA and CCC enrollees are under draft age at the time of their enrollment.

Incidentally, it is rumored that the CCC plans to reduce enrollees' family remittance from $22 to $15, establishing a saving fund for the enrollee with the remaining $7 of his monthly allowance.

THE CIVIL SERVICE COMMISSION HAS issued a lengthy pronouncement on the application of the Hatch act. Some of its interpretations carry dynamite and already have been the occasion for heated debate in Congress. National guardsmen called for military training or while attending "drill nights" are declared to be subject to the restrictions of the act and must not take part in any political activities whatsoever. The commission declares that this interpretation of the law is based on a decision of the Attorney General as to the application of the first Hatch act to reserve officers. Members of the commission decline to state whether or not the act might also be interpreted to apply to men inducted into military service under the Selective Service Act. Members of the Senate (including Senator Hatch, father of the act) are inclined to believe it would not, since selective service is compulsory and membership in the guard is not. The Attorney General has been asked for his opinion.

Again, the commission finds that the act prohibits the wife of a man receiving government pay from participating actively in politics if it is proved that thereby her husband is acting indirectly. "Activity by indirection," is how they term it. Of course, the report hastens to add, "This does not mean that an employe's husband or wife may not engage in politics independently, upon his or her own initiative, and in his or her own behalf." Determining whether or not a wife or husband is acting by "indirection" or independently may be a difficult matter although the commission's report explains the distinction at some length.

There are other tricky bits in the report but, in fairness to the commission, it must be admitted that the act does not lend itself to simple interpretation.

THE HOUSE HAS APPROVED THE LANham defense housing bill and sent it to the Senate where its early passage seems certain. It authorizes an appropriation of $150,000,000 for emergency defense housing to be expended by the Federal Works Agency.

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The Common Welfare

Alien Registration

AS in any new administrative task, the registration of non-citizens under the Smith act [see page 299] is bringing to light special problems and responsibilities. It is increasingly clear that one of the important results of this country's first effort to compile a detailed record of alien residents is likely to be some form of curative legislation, removing from honest and law-abiding men and women the stigma of "illegal entry." If, when the registration data are tabulated, the facts substantiate what the law's administrators believe to be the case, that the overwhelming majority of those who are here illegally have blameless records except for this technicality, then it seems obvious that their status should be regularized. It is equally plain that non-citizens who seek to evade the law by refusing to register are going to be excluded from the benefits of any such curative measures. The report of the director of alien registration probably will be submitted to Congress within three months after the final registration date fixed by the act (December 26) and may include specific recommendations for curative legislation, including enlargement of the discretionary powers granted the Department of Justice under Title II of the Smith act.

Those in charge of registration have begun an intensive effort to follow up non-citizens who are not registering, and particularly aliens they have reason to think may be "undesirable." The office of the director of alien registration has received a great deal of information along these lines from all sections of the country. The division has weeded out obvious crank mail and spite letters, and its own field staff is handling the many remaining leads. Having put millions of cooperative non-citizens to the trouble and worry of registration, the responsibility to follow up law evaders and possible undesirables is obvious.

The invaluable little Manual of Information for Aliens and Those Advising Them, recently prepared by the Common Council for American Unity, 222 Fourth Avenue, New York, puts clearly the chief issues of the current situation:

> Alien registration was enacted as a measure of national defense. . . . If alien registration is permitted to divide, to be the occasion of intolerance or discrimination, it will weaken not strengthen our power to defend the American way of life. It must not be made an excuse for "alien baiting," for "rounding up" all aliens. . . . Registration is likely to succeed only as those assisting aliens with regard to registration discourage such an attitude and help the government to apprehend the disloyal alien and to deal humanely with the many who are loyal and law abiding.

American Way

THAT the defense program relies on state and local agencies and on normal federal-state relationships to deal with community problems is increasingly clear as the program takes form. The award of contracts totaling nearly half a billion dollars has brought to the Hampton Roads area, with a normal population of 200,000, the full impact of rearmament. Here the emerging pattern shows how normal community agencies, rather than some great, unwieldy outside mechanism, are proceeding to work out the ways and means of handling housing, health, recreation, and other basic defense problems.

The Virginia Defense Council, headed by Douglas Freeman, is taking the lead in a quick survey, through local agencies, of the social services of the great shipbuilding area. The director of the State Planning Board is serving as housing coordinator of the district, with an advisory committee from the State Defense Council.

The emergency problem of temporary shelter for a swiftly expanding labor force is being met with the cooperation of hotel and boarding house keepers at Virginia Beach. The resort will remain open through the winter, with heating equipment installed where it is needed, and bus service to transport workers to their jobs. The three local housing authorities are handling a long term housing program, deciding on types and locations, and arranging a production schedule which will dovetail with the opening of the regular Virginia Beach season in the spring.

Further, local agencies are coordinating community services to meet special problems of the area, such as recreational opportunities for the 1,500 single men working in one shipyard, and the mounting number of skilled Negroes employed in the area.

A look at the Hampton Roads region shows federal agencies well in the background, functioning only on request and in an advisory capacity, and state and local agencies coordinating and expanding their services to meet the growing needs of industries, communities, families, and individuals who are being mobilized in the nation's vast defense effort.

Here's Your Chance

SO you want to do something for people exposed to the rigors of war. You say you can't give money and you're not good at knitting but you yearn to help — yes, even at a "sacrifice." Well, here's your chance. Walk right over to those overloaded bookshelves of yours and begin to "sacrifice." Pick out good books — not just the ones you don't care about — wrap them up strongly, and get them off promptly to a place where they will do more good than, in all probability, they are doing on your shelves.

When it comes to a place to send them you have a choice. For example here are three calls for books in responding to which you can't go wrong:

The English Speaking Union, 30 Rockefeller Plaza, New York, acting on a cable from its London office, is asking for books, preferably mystery stories and "detecs," for civilians in air raid shelters during the long hours of strain between the alarm and the "all clear" signal.

The British Sailors Book and Relief Society, 18 East 70 Street, New York, is asking for books for men on convoy duty between England and Canada. Because the sailors are of many nationalities the society will welcome books in almost any language, particularly Norwegian, Danish, Dutch, and French as well as English. And not

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just novels; these sailors go for pretty substantial reading.

The Dominican Republic Settlement Association, Inc., 165 Broadway, New York, is asking for books and "good" magazines in English, Spanish, or German for the refugees who are making a brave effort to reestablish their broken lives in "our" world. Phonograph records will be especially welcome here.

So, if you really mean it when you say you want to do something, here's your chance, three chances in fact. But don't forget to wrap your package strongly, address it plainly, and make sure all charges are fully prepaid.

Under Fire

NO less than the heroic R.A.F., "the little people" of London are helping fight the Battle of Britain. In a *Daily Herald* interview on September 14, one of their neighbors, J. J. Mallon, warden of Toynbee Hall, described how they are playing their difficult part. Mr. Mallon, as head of the first neighborhood house, on which Hull-House and all the other American settlements are patterned, is known to many American social workers. In spite of the air raids, he continues his service to the people of the crowded East End, many of whom have been made homeless, or left with little except a roof by the systematic bombing of the tenements. As usual, Mr. Mallon reported, the poor help one another, those who have escaped the bombs sharing blankets, bedding, clothing, and food with their less fortunate neighbors. He said:

I have never been more proud of the East Londoner. The kindliness and mutual helpfulness of the common folks, of Jews and Gentiles, in this hour of desperate need, have helped us endure the agony of these raids. The shopkeepers in the Petticoat-lane district quite spontaneously gave all they had. They brought bread and vegetables in profusion to Toynbee Hall for distribution to those in need. They asked for nothing. Most of them are Jews and poor humble tradesmen. They are pledging their credit to get more supplies.

Furniture dealers are bringing in furniture and there won't be any tallymen to collect on it.

I was in one shelter when a coster, rough and truculent in his shyness, pushed his barrow to the door. It was all his stock of fruit and vegetables. "Take the lot," he said gruffly. "Just leave me my barrow."

Census Returns

OF all the hard pressed offices in Washington these days few are being pushed from as many sides as the Bureau of the Census. Still buried in the mountainous returns from the 1940 enumeration is a mine of information of immediate and urgent importance to every government agency that impinges on the defense program. Here, unrevealed as yet by the slow grind of the tabulating machines, are basic facts on employment and unemployment, on the incidence of age groups and of aliens in the population, on housing, on the distribution of skilled and unskilled labor, facts that all the statistical thumbs in Washington are itching to get hold of as an aid to planning, building, manning, and servicing the structure of national defense.

The machines cannot yield their whole story for many months, but little by little parts of it are coming through. There are, it seems, some 131,409,881 of us, and while we still are growing in numbers the increase, during the 1930-1940 decade, has been at a rate (7 percent) less than half that of the preceding decade (16.1 percent). Our declining birthrate and the curtailment of immigration are responsible, say the experts, for this sharp decline, unprecedented in our history.

One thing the preliminary census figures show is our increasing tendency to drift away from cities and industrial centers into the suburbs and the country. All the large cities (pop. 100,000 or more) with the single exception of Washington, slowed down their rate of increase; but some of them, for example Boston, Philadelphia, Cleveland, San Francisco, had an actual decrease.

Among the states certain currents of migration, long noted, are now clearly defined. Out of the drought area has flowed such a steady stream of people that five states, North and South Dakota, Nebraska, Kansas, and Oklahoma show definite losses in population while the "mecca states" of Florida, New Mexico, and California show sharp rises. Florida is the fastest growing state in the country; the South the fastest growing region.

Colonel Harrington

IN the sudden death on September 30 of Colonel F. C. Harrington, commissioner of the Work Projects Administration, this country lost a public servant of unchallenged integrity and competence. West Point educated and army trained, Colonel Harrington was an organizer and administrator whose ability was known in the engineering world long before 1935 when, on loan from the army, his appointment as assistant administrator of WPA brought him before a larger public. In 1938 when Harry L. Hopkins resigned as administrator, Colonel Harrington was named to succeed him.

Under Colonel Harrington's direction the philosophy of WPA did not change substantially, though certain differences in emphasis were apparent. Colonel Harrington was not a social worker; he was an engineer. He never lost sight of the human element in his responsibility, but his preoccupation was with efficiency in organization and performance. He saw WPA primarily as work; secondarily as relief. While a bill affecting WPA was in process, he invariably was a spokesman on the liberal side. But once it was enacted into law it became his franchise and he operated accordingly, impervious to pressures. Behind his desk in Washington hung a quotation from George Washington which expressed, he said, his conception of his responsibility as head of WPA: "Do not suffer your good nature, when the application is made, to say yes when you ought to say no. Remember that it is a public not a private cause that is to be injured or benefited by your decision."

And So On . . .

LOS ANGELES, which does a monthly "food stamp business" of $1,200,000, has turned up a "chiseling scandal" which has occasioned eight arrests and the raising of many horrified hands. Typical of the arrests was that of a woman "representing herself as destitute" who was reported to have bought $40 worth of stamps the day after she got her first relief check of $11.04. • • Dog bites are on the increase in New York City, says the Department of Health, their "incidence" having doubled since 1931. What is more, the department finds no reason to blame dogs "imported from New Jersey and up-state foci." City dogs are the villians definitely. • • "Conscription weddings" have boosted the demand for wedding rings by more than 250 percent above normal, says a large jewelry manufacturer. Shops are working overtime to fill orders.

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The Social Front

Youth

A PLAN to encourage the enrollment of students who were reluctant to register for the fall term for fear of being called for military training, was tried successfully at Western Reserve University. The university promised that any student who volunteered for military service, or who was drafted, would be entitled to a refund of the unused portion of the semester's tuition. After his term of service, the student would be allowed to repeat the semester's work upon payment of the amount refunded to him.

Youth and Conscription—The opposition of the American Youth Congress to any form of compulsory military service drew the criticism of a number of individuals and organizations, including Mrs. Franklin D. Roosevelt, who has been one of the organization's most effective defenders. Mrs. Roosevelt stated that, in her view, the group's blanket declaration against conscription "is unintelligent and plays into the hands of the people who would like to see us as unprepared as possible. It sounds as though they had done an awful lot of talking and not enough of thinking." Joseph Cadden, executive secretary of the Youth Congress, branded Mrs. Roosevelt's statement "childish," and held that the Youth Congress stand on conscription was shared by both wings of organized labor, "the railroad brotherhoods, the Farmer's Union, the organizations of millions of women and of Negroes, and almost the entire church movement in America. . . . Patriotic young Americans know that the dislocation of family life and community life which will result from conscription will benefit only those who will skim the gravy off fat government contracts. They know full well that the best defense of America is peace and the extension of democracy."

NYA—Mary Stuart Anderson, Illinois NYA director, announces that young people are leaving the state NYA rolls at the rate of 1,000 a month, most of them to take jobs opened up in industry through the national defense program. . . . In New York City, a planned campaign of preventive medicine is being carried on among 13,000 NYA part time workers through the medical unit of the Astoria Work Experience Center. This is the first time that medical examinations have been given NYA workers by an NYA medical unit. After examination of the Astoria personnel is completed, NYA youth employed in other local centers and agencies will be brought in for tests. The medical unit is under the direction of a member of the faculty of the New York University College of Medicine. Facilities of the unit include two examination rooms, a first aid room, a dental clinic with X-ray and dark room, and a laboratory. The staff includes seven physicians, five dentists, two dental hygienists, two nurses, and a laboratory specialist.

Youth Surveys—Reports on three important studies of American youth and their problems recently have been made public. "Youth—California's Future," by Claudia Williams, Drayton S. Bryant, and Aaron E. Jones is a summary of the findings of the California Youth Survey, made by the Department of Education and the State Relief Administration. The survey, which covers the economic problems of youth, related needs of youth, how the schools help youth toward work, and what is being done for California youth, finds that "youth are handicapped primarily by one basic difficulty—unemployment." It recommends a combination of work projects, apprenticeship, vocational guidance and training, recreation, health care.

"Paths to Maturity," by Gordon W. Lovejoy presents the findings of the North Carolina Youth Survey, carried out by the NYA, WPA, and the University of North Carolina. The study yields a wealth of significant data, including a "profile" of "the most frequent North Carolina youth": he is white, comes from farm life and agricultural occupations, belongs to a family of over five members, has resided all his life where he now resides, is from a home with an annual income of less than $1000, has failed at least one grade at school, left school before he was sixteen for financial reasons, wishes to enter a profession, will be an unskilled or semi-skilled laborer, has no vocational training, is a church member, has had at least one full time job, earned on his first job less than $17 a week, worked 40 to 55 hours a week, found his job through a personal application or through friends, belongs to no organization except a church club, has no hobby, is apparently in fair health, and a little above the national average in weight as compared to height.

The Research Bureau of the Welfare Council of New York City issues "The Youth of New York City," a survey based on interviews with a sampling of 10,000 or one percent of the total city population between the ages of sixteen and twenty-five. Almost half the youth of New York City who were looking for work at the time of these interviews (1935) were unable to find it, the report reveals. Other findings are: of the approximately one million youth in New York City between the ages of sixteen and twenty-five, 96 percent are white; 93 percent native born though of these 71 percent have one or both parents who were foreign born; 490,000 are Roman Catholics, 310,000 Jews, 180,000 Protestants; slightly more than a third are the children of white collar workers; 15 percent live in households receiving relief; 9 percent are married and have their own homes; 200,000 are attending local schools or colleges; 420,000 are neither in school nor employed; 120,000 have never had a job; 330,000 are looking for jobs; 360,000 are at work, earning median wages which vary according to type of job from $13.37 to $19.58 a week. While almost all New York City children of sixteen now enter highschool, less than half complete the course.

Record and Report—"Youth — One Sixth of America," by James C. Flint is the latest Social Action pamphlet, published by the Council for Social Action of the Congregational and Christian Churches, 289 Fourth Avenue, New York. Price 15 cents. . . . The Vocational Service for Juniors, 95 Madison Avenue, New York, publishes a three-year report, covering its work on behalf of youth from 1937 through 1939. . . . Junior Placement, by Jane H. Palmer surveys the work of junior placement offices in public employment centers and in public school systems in all sections of the country. Price 15 cents from the superintendent of documents, Washington, D. C.

Jobs and Workers

TO prevent labor shortages at critical points in the defense effort, Sidney Hillman, the commissioner in charge of the labor section of the National Advisory Defense Commission, last month announced a three-part labor program. The three phases are: an inventory of the nation's available man power according to skills; training of men by industry in industrial plants; a training program in the vocational schools. The inventory made by the public employment service has been completed, Mr. Hillman announced. More than 5,500,000 men have registered, and the number of men

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available for employment in each particular skill has been compiled for each locality. This information is available to private employers. As contracts are let, estimates are made as to the number of men needed for each of the skills involved. When men now unemployed have been placed, men in related occupations will be called upon if they are needed to prevent a shortage. Under industry's training program, men of outstanding ability will be prepared for better positions and, at the same time, new men will be trained under experienced employes so that there will be "a constant inflow from the bottom and constant preparation of men to take over more responsible positions as fast as they are ready." Training in vocational schools is under the supervision of the U. S. Office of Education, and includes CCC and NYA enrollees, and workers now on WPA.

Wage and Hour Law— Hearings opened in Puerto Rico on September 27 under legislation recently enacted providing that a basic wage of less than 30 cents an hour may be established in the needlework industry, so long as it does not provide unfair competition with industries in the continental United States. Col. Philip B. Fleming, wage-hour administrator, heads a delegation which went to Puerto Rico last month to hold the hearings.

Permanent injunctions were entered in the U. S. District Court in Newark, N. J. last month restraining seven leading mill and loft property owners of Paterson, N. J. from ever again denying the wage and overtime protection of the Fair Labor Standards Act to their building maintenance and service employes. The injunctions, agreed to by the property owners, constituted an acknowledgment that their building service employes were covered by the act, and thus is seen as permanently guaranteeing the future application of the wage-hour law to this class of workers. The Building Service Employes' Union states that there are about 2,000 loft buildings in Manhattan alone, with a total of about 25,000 employes affected by this ruling.

Invoking the so-called "hot goods" clause of the Fair Labor Standards Act, an injunction filed in the name of Col. Philip B. Fleming, wage-hour administrator, in the U. S. District Court, New York City, seeks to restrain the Southern Kraft Corporation from continuing to ship in interstate commerce pulp, kraft paper, wrapping paper, and other paper products which, it is charged, are made from pulpwood cut and produced in violation of the Fair Labor Standards Act. The corporation, chief operating subsidiary of the International Paper and Power Company, has extensive timber lands and operates several mills in the South. The injunction suit represents the latest measure taken by the Wage and Hour Division in its enforcement drive to bring the entire pulpwood industry, which employs about 150,000 workers throughout the country, into full compliance with the Fair Labor Standards Act.

Commonwealth— After weathering seventeen difficult years, Commonwealth College, a resident labor school at Mena, Ark., ended its activities with the close of the 1940 summer session. It has offered training for labor leadership to more than 1,500 students, giving courses in union methods, labor journalism, dramatics, parliamentary law, economics, public speaking, American history. The new Theater League has taken over the plant, and is opening a southern school of the drama this month. Commonwealth was the last of the long term residential labor schools in this country. Like Brookwood at Katonah, N. Y., which closed some years ago, its major difficulties originated in a controversy between communist and non-communist members of staff and student body which "split" the school and caused the withdrawal of many participants in the enterprise.

Commonwealth's difficulties persisted even after it closed. In late September Clem Brown, Mena justice of the peace, fined the college $2,500 after a trial on allegations of anarchy (a misdemeanor in Arkansas), displaying an "illegal emblem," and failure to display a United States flag as required by state law. Testimony was given by a Baptist minister, a newspaper photographer, a nurse, a tax auditor, and two deputy sheriffs.

Cost-of-Living Study— Experts in the field of housing, clothing, medical care, and nutrition are assisting in the fourth survey of the cost of living of women workers in New York State, now being made by the State Department of Labor. This annual study is based on actual pricing of goods and services in more than twenty representative communities of the state. The 1939 survey showed that the cost of adequate maintenance and the protection of health of a working woman living as a member of a family was $1,044.36 a year; for a working woman living alone, $1,172.43.

Record and Report— "Union Health Center: 1913-1940," a report to the Twenty-fourth Convention of the International Ladies Garment Workers Union, summarizes the many activities of this labor health enterprise in New York City which last year held 7,329 clinic sessions with 98,246 visits. From the center, 275 Seventh Avenue, New York. . . . Public Health Reports for August 23, includes a useful summary of workmen's compensation laws in the United States. . . . "Jersey Joads," by Jean Yatrofsky pictures the working conditions in the New Jersey potato-picking area, and details a flagrant case of terrorism against Negro migrant workers there. Foreword by Frank Kingdon, former president of the University of Newark. Price 10 cents from Workers Defense League, 112 East 19 Street, New York. . . . "Mobilizing Jobs" is a report of Pennsylvania's Job Mobilization Program through which 10,000 members of local committees found or made job opportunities in private industry for more than 100,000 men and women, during a five-month period from November 15, 1939 to May 1, 1940, under the chairmanship of Walter D. Fuller, president of The Curtis Publishing Company. From the Job Mobilization Campaign, Harrisburg, Pa.

Alien Registration

AS this is written, comes the Department of Justice announcement that the millionth completed registration form has been received in Washington. The actual count at the end of the first twenty registration days was 1,004,779, an average of 50,238 registrations daily. The total so far is 28 percent of the estimated 3,600,000 non-citizens in the country, while the twenty registration days amount to 20 percent of the actual registration days permitted under the Smith act. The largest number of registration blanks have been sent to Washington from New York State, 230,936; the second largest from Massachusetts, 95,618; the third from California, 77,897; fourth from Illinois, 61,442.

Poles and Czechs— Polish aliens in New York and Czechoslovakian aliens in Chicago expressed indignation over rumors that they were going to be compelled to say they were subjects of Germany or of Russia, depending on what section of their native land they came from. Earl G. Harrison, director of alien registration, has informed leaders of these groups that alien Poles and Czechs may consider Poland and Czechoslovakia as sovereign states in registering, without fear of contradiction from the Alien Registration Division.

Alien Students— The Department of Justice recently issued a statement cautioning the 6,000 alien students now in this country that they must be registered and fingerprinted before December 26. Because they have been admitted under a special non-quota classification, alien students must present acceptance credentials from a school or college approved by the student division of the Immigration and Naturalization Service, which supervises their activities after admittance. Non-quota alien students

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are required to carry at least twelve semester hours of academic work, and they must be fifteen years of age or older at the time of their admission. The average age of alien students now in the United States is eighteen. The largest group of alien students in this country today is at Montezuma Seminary, Montezuma, N. M., where 330 students from Central and South American countries are enrolled. These students have been coming to this country since 1937, instead of attending seminaries in Rome and other European cities. The second largest group of alien students (280) is at the University of Michigan; the third, (260) at Columbia University; the fourth, (175) at the University of California. Harvard, Massachusetts Institute of Technology, and University of Chicago each have 100 or more.

The Public's Health

REITERATING its plea for the coordination of tax-supported medical services for the indigent, the Committee on Medical Care of the American Public Welfare Association states the case in a new pamphlet, "Cooperation in the Administration of Tax-Supported Medical Care." Price 20 cents from the APWA, 1313 East 60 Street, Chicago. Working on the theory that "the immediate and important problem is not who should administer tax-supported medical care, but how it should be administered," the association last winter sent inquiries on current practice and procedure to welfare administrators of all the states and of cities and counties of over 100,000 population. Selections from the answers of eighteen states and thirty-one counties and cities are summarized and discussed in the pamphlet with the idea of stimulating the integration of the medical programs of various public departments. Four types of coordination are particularly commended: the interdepartmental committee as exemplified by the federal government's Interdepartmental Committee to Coordinate Health and Welfare Activities and its Technical Committee on Medical Care; an arrangement, such as that existing in the states of North Dakota and Washington, whereby the welfare department pays the department of health for service and technical supervision; the official use, as is made in Anne Arundel County and Baltimore, Md., of the state or local health officer in an advisory capacity to the welfare department; the appointment of a medical officer on the staff of the welfare department to serve in a liaison capacity with other departments and agencies concerned with medical care and with the medical and allied professions. This last means of coordination is practiced in many localities and in three states, Minnesota, New York and Washington. Says the pamphlet: "Unless real progress is made in coordinating existing governmental machinery for medical care administration . . . additional expenditures, no matter how great, may not result in an adequate, well-rounded program for medical care."

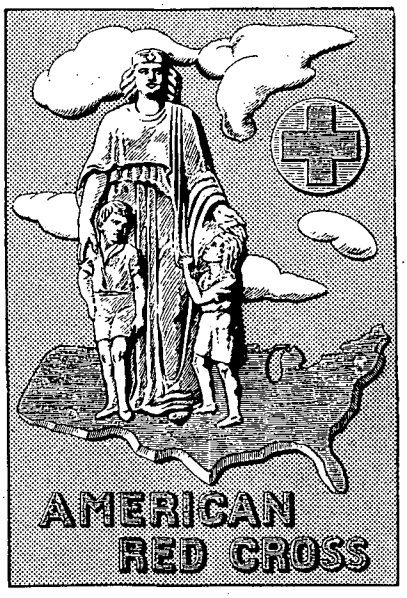
For Mother and Child— More than half the 1,229 state supervised maternity centers in the country have been established during the past two years, according to a recent issue of *The Child*, monthly publication of the U. S. Children's Bureau. Of these, 347 were established during the fiscal year 1939 from funds granted to the states under Title V of the Social Security Act. At the time of the report, however, there still were fourteen states which had no prenatal clinics operating under state health department auspices.

During the same year state health departments established 522 child health conference centers with the aid of federal funds, making a total of 2,394 centers in thirty-eight states, Alaska, Hawaii, and the District of Columbia. The report indicates that opposition from local medical groups frequently had prevented the establishment of these centers in counties where they are greatly needed. In other localities, however, medical societies have given close cooperation to state health departments.

Infantile Paralysis—Though observers have noted that widespread incidence of poliomyelitis usually comes in two-year cycles, the trend this year did not drop as expected. Early in June the first signs of a serious outbreak occurred in Indiana. By the end of August the disease had hit more than 150 victims in the state and had spread to Ohio, West Virginia, and Michigan. Other states, notably Washington, California, Iowa, and Kansas, reported a distressing number of cases. Last month Indiana schools delayed opening. As soon as the seriousness of the outbreak became apparent, experts from the National Foundation for Infantile Paralysis were placed at the service of Indiana health officials and iron lungs, splints, and other equipment were rushed to the state.

About V. D.—The public's I. Q. in regard to venereal diseases has been under measurement at the New York World's Fair during the past season. More than 30,000 visitors to the fair have taken information tests on syphilis and gonorrhea, sponsored by the U. S. Public Health Service and the American Social Hygiene Association in the medical and public health building. The results will be used by the Public Health Service as a guide to future educational programs. . . . The new intravenous drip treatment, reputed to cure early syphilis within five days, is being put on trial by the Illinois State Department of Health at a clinic in the Cook County Hospital. Patients willing to be test cases will be treated in such numbers as resources will permit. The treatment, which requires hospitalization of the patient, is regarded as an innovation not only because of its brevity in comparison with the usual seventy-two-week treatment, but also because it keeps the patient under constant observation until the cure is effected. . . . New York State is the only state which has reported a continuous fall in the incidence of syphilis since the disease became reportable to the U. S. Public Health Service in 1936. Twenty states have reported a continuous rise over the years, but this may have been due to improved methods of reporting.

Wartime Experiment—A 100-bed hospital for the study and treatment of communicable diseases in wartime is to be established in England by the American Red Cross and Harvard University.



Not to be confused with the recent $20,000,000 campaign for war relief is the American Red Cross's roll-call by which the organization annually replenishes a frequently dipped into pocketbook. This year's roll call is scheduled for November 11-30. Rich and comfortable though our country is, it is one in which visits of the more violent forces of nature — floods, tornados, earthquakes—are unpredictable. Through its roll call the Red Cross offers us the opportunity of combining foresight in regard to our own welfare with concern for the suffering of the millions abroad, visited by a catastrophe far greater than any ever devised by nature.

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The prefabricated "hut type" building will be furnished by the Red Cross, which also will supply the nursing and non-professional staff. The medical staff will come from the Harvard public health unit for field and laboratory work in epidemiology, also to be set up in Great Britain. Besides filling an urgent need in England the American Red Cross-Harvard Hospital, say its sponsors, will be valuable to this country's defense program in acquiring information regarding the control of wartime epidemics and the organization of temporary, mobile hospitals.

The Modern Method—Most novel effort of the organized medical profession to ward off the bug-a-boo, "socialized medicine," occurred last June in Schuylkill County, Pa. There the local medical society, taking a leaf from the pages of recent history which teach that propaganda is most effective when injected into the young, sponsored an essay contest in the high schools throughout the county. Topics were: "Harmful Effects of Socialized Medicine to the Medical Profession," and "Harmful Effects of Socialized Medicine to the State and Nation." Prize essays, chosen by a committee of physicians and teachers, were published in the leading county newspapers.

From the Platform—The social aspects of medicine are currently under discussion at the New School for Social Research, New York, in a series of six lectures by Dr. C-E. A. Winslow and Dr. Franz Goldman, both of the Yale University School of Medicine. The lectures are intended to examine the fundamental problems, the basic principles of social medicine, the recommendations of the Committee on the Costs of Medical Care, recent developments in the field, the national health program.

Nursing and Nurses

ARMY officers will soon begin selecting from the first reserve of 17,000 Red Cross nurses more than 4,000 who are to be called to active duty before July 1. Nurses serving with the army must be under thirty-five years of age and able to pass a rigorous physical examination. Other requirements are those of the Red Cross: graduation from an approved school of nursing; registration under state laws; affiliation with the American Nurses Association; American citizenship; single, widowed or divorced status. Mary Beard, national director of the American Red Cross Nursing Service, recently issued an announcement urging all qualified nurses throughout the country to enroll with the reserves. Enrollment signifies a nurse's willingness to serve with the army or navy during national emergencies or with the Red Cross on disaster relief.

Nurse-Midwives—A school in midwifery and frontier technique was recently opened by the Frontier Nursing Service at Wendover, Ky. The step became necessary after the service's staff was more than halved as a result of international events. Because of the limited facilities for the training of nurse-midwives in this country, the service had built up a predominantly British staff, eighteen of its twenty-two nurse-midwives having come from Great Britain. Since the outbreak of the war a year ago, twelve have returned to their own country. Though all have promised to come back at the end of the war, plans had to be made for the babies whose world premiere among the Kentucky hills would not be postponed.

A Year of Grace—The date of full effectiveness of New York State's Nurse Practice Act, passed early in 1938, has been put off until July 1, 1941. Originally scheduled to go into effect last summer, the law forbids the practice of nursing without either a registered or practical nurse's license. So many applications for licenses poured into the Board of Nurse Examiners that the board was unable to act on them all within the allotted time. If postponement had not been made, nearly 30,000 registered and practical nurses would have been temporarily forced out of practice.

Where They Go—Statistics of the Instructive Visiting Nurse Association, a Baltimore Community Fund agency, show that each staff nurse makes on an average of 2,400 visits a year. Largest number of calls, 37 percent of the total, are made to small children. Next largest number, 27 percent, are made to acutely ill adults; 25 percent are to mothers with newborn babies; 11 percent to the chronically ill and aged.

Maternal Service—More than 6,000 public health nurses are now rendering maternity service in programs developed by the states under the maternal and child health provisions of the Social Security Act. The nurses are scattered in 1,976 of the country's 3,076 counties. Many counties, however, have one nurse only, while in 1,100 there are no public health nurses available for prenatal and postpartum care. In 102 more fortunate counties a home nursing service during labor and at the time of delivery is available day and night.

Apprentices—NYA assistants at the Montefiore Hospital in New York City are volunteering extra time in order to receive special instruction in the working routine of hospital attendants and nurses' aides. The training touches upon the techniques of bath-giving, stretcher manipulation, general ward routine, preparation of bedside units, attitude towards patients. The NYA workers at the hospital are employed as aides in the wards, in the offices, at the switchboard, in the canteen, in the social service and engineering departments.

In Print—"The Nursing Care of Patients with Infantile Paralysis," by Jessie L. Stevenson, published by the National Foundation for Infantile Paralysis, describes measures to be taken in the care of the acute, convalescent, and chronic stages of the disease, with emphasis on the interpretive responsibility of the public health nurse. On request from the foundation, 120 Broadway. A review of Miss Stevenson's new book, "Care of Poliomyelitis," will be found on page 309 of this issue. . . . The Russell Sage Foundation recently published the second edition of "Nursing as a Profession," by Esther Lucile Brown, first published in 1936. [See *Survey Midmonthly*, December 1936, page 375.] The revised edition records important developments—"many of them of an encouraging nature"—in professional conditions during the last four years. Price 75 cents from the Russell Sage Foundation, 130 East 22 Street, New York.

The Blind

INFECTION of the eyes at birth has blinded one baby in Illinois in 1940 in addition to the one blinded in 1939. The 1939 case was the first of this type recorded in the state in three years. The use of silver nitrate in the eyes of the newborn is required by Illinois law, and the solution is distributed free of charge by the State Department of Health. Nevertheless, the question, "What treatment was given the child's eyes?" remained unanswered on 1,524 birth certificates last year. Answers on 580 others revealed the use of a prophylactic other than silver nitrate and not approved by law. More than 500 answers were too indefinite to indicate whether or not treatment was given.

Privilege—Though special licenses permitting employers to pay substandard wages to the blind and other handicapped workers are authorized in most of the twenty-five states with minimum wage laws, so far few applications for such licenses have been received, according to a survey recently published in the *Outlook for the Blind*. The special license provisions grew out of the fear that employers operating under a minimum wage law would discharge handicapped

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workers unable to produce enough to justify a higher wage. However, in those states where the minimum wage law is not enforced or where the set wage is below prevailing wages, employers have found it unnecessary to ask for a license in order to pay lower rates to workers with hampered productivity. Consequently special licenses have actually been granted in only eleven states. The great majority of those in use are in California which has issued more than 6,000 of them. Massachusetts has issued 249. In no other state have the licenses granted numbered as many as 100.

Independent—Unique among social agencies is the Washington (D.C.) Society for the Blind which by its own constitution is forbidden to solicit funds from the general public. Begun without donations or appropriations, the society operates a self-supporting and self-perpetuating retail sales business amounting to $300,000 a year. Four of the twenty-five blind persons serving the society have an aggregate yearly income of over $50,000.

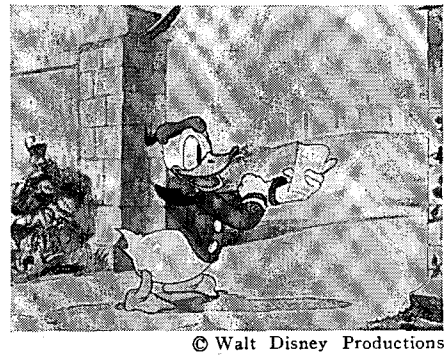
Books—Two children's books and a cook book recently were produced in Braille by the American Red Cross. The books, "Pinocchio," "The Ugly Duckling," and a volume of Kate Smith's favorite recipes were press-brailled by Red Cross chapters throughout the country. Already the cook book has become a best-seller. . . . Among the pending bills in Congress is one to increase the annual appropriation for Talking Books from $175,000 to $250,000. At present less than 400 Talking Book titles are available in libraries for the blind. Talking Book readers are estimated to number more than 25,000.

Private Enterprise—The ability of blind persons to be self-supporting is demonstrated by the 270 in Wisconsin who are privately or self-employed. Seventy-nine have their own businesses; twenty work in factories and stores; nineteen are in the professions; 152 are employed in places other than factories or stores. Among the enterprises and occupations are real estate and insurance brokerage, restaurant operation, undertaking, oil station management, candy vending machine business, mattress manufacturing, pickle factory management, janitoring, canvassing, piano tuning, selling, store management. Blind persons in factories pack candy, ring keys, attend stock room, wind armatures, sew. Professions followed by Wisconsin's blind are law, music, teaching, entertainment.

In Print—"Books About the Blind," by Helga Lende, published by the American Foundation for the Blind, is an exhaustive bibliographical guide to book and magazine literature relating to the blind. Including foreign language as well as English titles the helpfully annotated listings are classified under seven main heads: education for the blind, psychology of blindness, vocations and economic adjustment, social adjustment, literature and reading, the deaf-blind, biography and autobiography. Price $2 from the foundation, 15 West 16 Street, New York.

Community Affairs

THIS month radios throughout the country will carry a broadcast by President Roosevelt marking the opening of the 1940 Community Mobilization for Human Needs. The mobilization's new chairman, Charles Francis Adams, will speak on the same program, inaugurating a vast publicity campaign aimed at backing up the fund raising drives of the 550 chests throughout the country. Though the national radio publicity will last for only two weeks, benefiting mostly those local campaigns timed to coincide with it, other phases of the mobilization will continue throughout the year. Among these is the availability of the three-minute technicolor trailer, "The Volunteer Worker," starring Donald Duck.



© Walt Disney Productions

Donated by Walt Disney for use in community motion picture theaters at the time of local chest drives, the film is the first Disney production made for philanthropic purposes. Prints are available at cost from Community Chests and Councils Inc., 155 East 44 Street, New York.

Social Action—The effectiveness of a united front in bringing about desired social improvements was demonstrated during the past year in Pittsburgh by the achievements of the Association of Community Councils. Comprised of representatives from the eleven local community councils sponsored by the Federation of Social Agencies, the association serves not only as a clearing house for the exchange of ideas between the various community councils but also as a tool with which to bring pressure on a lackadaisical City Council. During the year the association requested several public hearings before the council in an effort to fill holes in the city's planning program. Among the results: the appropriation of funds for the operation of city day camps for children; the prevention of the establishment of a drivers' training school on property which was part of the city's recreational facilities; an expansion in the budget of the Board of Education to permit evening schools for four instead of three nights a week.

Individual community councils also have been effectively vocal. One succeeded in obtaining the rehabilitation of public playgrounds in its community; another brought about the reduction of streetcar rates from the community to the center of the city; a third secured the ear of the Department of Health regarding the neighborhood need of a well-baby clinic.

Pasadena Survey—The results of a year's survey of social agencies sponsored by the Pasadena Community Chest recently appeared in a fat volume, "Pasadena Social Agencies Survey," by Edwin A. Cottrell. Purpose of the survey was to discover whether or not the community was supporting any unnecessary agencies; whether there was any duplication in existing agencies; the relation of campaign funds to the needs and financial ability of the community. Findings showed Pasadena to be fourth among cities of the United States in financial ability to support an adequate social welfare program. Other findings revealed: the percentage of Community Chest collections of pledges to be far above the average; Community Chest campaign expenses to be among the lowest in the country; the inadequacy of the community's recreational facilities; the existence of racial discrimination and prejudice among community services. Among the numerous recommendations are the setting of an annual Community Chest goal of $300,000 or $3 per capita; provisions for a continuous survey of the chest's constituent agencies; the establishment of a volunteer placement bureau; the use of the Social Service Exchange by business firms, which are to be induced to raise chest contributions in proportion to the number of their employes served; the construction of recreational centers in Mexican and Negro neighborhoods; the extension of camping facilities for underprivileged youth. Recommendations regarding individual agencies are detailed and unsparing. Assisting Mr. Cottrell in the survey were Prudence Kweicien, Dr. Walter H. Brown, Edward C. Jenkins.

Music in the Air—The Flint (Mich.) Community Fund is exceptional if not unique in including among its member organizations one devoted strictly to cultural pursuits, the Flint Community Music Association. Purpose of the associa-

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tion, now operating for its twenty-third year, is to foster musical activities and services in existing organizations and institutions. Among its protegés: the Flint Symphony Orchestra, the Flint Concert Band, the Flint Choral Union, the Civic Opera. The association promotes community singing, summer outdoor opera, an annual Yuletide musical festival. It runs a free service for the loan of music, music books, and musical instruments. As an organization for "coordinating musical activities in the life of the people from kindergarten through old age" it has become an important phase of Flint community organization.

Interpretation—Our own "Miss Bailey" has written the foreword to "Rural Routes to Community Understanding," by Betty Barton and Florence Black, latest Social Work Publicity Council bulletin. Prepared in the form of an exchange of letters between a supervisor and field worker of a state department of public welfare, the bulletin discusses the problems of interpreting social work in a rural area. After deciding that the "general public" has no reality, the correspondents outline a plan for interpreting social work to the separate groups in a community—board members, clients, county officials, business men. Price 50 cents from the council, 130 East 22 Street, New York. . . . "Neighborhood Councils in Our Town," by Lois Sentman, a short one-act play depicting the birth of a neighborhood council, is available without charge from the author, Neighborhood Councils of Washington, D. C., 1101 M Street N. W. The play is useful in interesting lay persons in the council movement.

Jingle Bells—Among the organizations now beginning to polish up the old sleighbells is the Christmas Mother Committee of Yonkers, N. Y., a committee whose history offers a unique glimpse into the gradual change in the philosophy of Christmas giving. Formed back in 1921 by the Yonkers Charity Organization Society (now the Family Service Society) with the double purpose of bringing a personal Christmas to the agency's families and controlling the indiscriminate nature of December philanthropy, the committee soon expanded its services to include most of the important social agencies in the community. At present it is composed of lay and professional representatives from each of the agencies concerned.

In its early days the committee, dominated by the usual Christmas emotionalism, failed to recognize the need for constructive relief giving and good social work at Christmas as well as at other times of the year. All giving was in the form of donated commodities. The first indication of a change in philosophy came in 1926 when the committee was prevailed upon by its professional members not to distribute gifts so alike as to mark their recipients in the community. Two years later somebody suggested that the mothers themselves be allowed to select the gifts for their families from the donated articles, but the idea was shelved as visionary. The suggestion was reiterated in 1930 and actually tried out on three families the following year. By 1932 a purchasing committee had been set up which bought gifts suggested by clients and gifts which they might have a hand in preparing—such as dolls to be dressed. There was also a public relations committee which supplied speakers to churches, clubs, and schools, to stress the importance of intelligent giving.

During all this time a staff committee of the Family Service Society had been working on the Christmas Mother Committee in an effort to put across the idea that holiday planning should be done with the family as an important part of family life. In 1934 for the first time the committee gave cash gifts "on an experimental basis" to seventeen selected families. In 1936 the committee used all its donated cash for Christmas allowances making only those commodity gifts that were received in that form. At the same time several innovations were introduced into the community's Christmas giving: publicity was restricted to explanatory speeches as it had been discovered that newspaper publicity only led to more applications for gifts; truck deliveries were terminated as bringing too much publicity to the recipients; an intake worker was added to the staff of the Family Service Society to handle all Christmas giving. The agency discovered that nearly half of the families accepted for Christmas giving really needed follow-up casework. The policies then adopted have prevailed through the succeeding years and have aided in the development of the new Christmas philosophy. Cash giving is accepted in the community though a few donors still prefer the personal touch a commodity gift affords. A few agencies also prefer commodity giving as supplying a closer "spiritual tie," or providing the means of strengthening an immigrant's Americanism. However, last year more than half the community's Christmas families received their gifts in cash.

Relief and WPA

MORE than 100,000 relief recipients in Pennsylvania worked for their bread and butter during the year ending August 1, 1940, according to a report on the relief work program of the State Department of Public Assistance. [See *Survey Midmonthly*, July 1939, page 220.] The recipients worked out $7,021,110 worth of their grants through labor and services furnished to local governments, schools, hospitals, and other tax-supported agencies. RWP workers now represent approximately one fourth of the state's employable general relief cases. The program, says the report, provides "an outstanding demonstration of the readiness of the average employable relief recipient not only to work in return for assistance received but to give a good account of himself on the job." Refusals to work assignments amounted to less than one percent.

Less fortunate was the "little WPA" experience in Pittsfield, Mass., which last month was discontinued. Unlike the Pennsylvania program, which by law is forbidden to substitute for regular government employment, the Pittsfield program was based on the use of relief labor on usual services of the local public works and parks departments. The result was to "freeze" workers to municipal welfare rolls who would ordinarily be city employes. Divided responsibility between the welfare and public works departments for supervision of projects created inefficiency and ate up the 20 cents an hour saving between the relief and city wage. When the program was abandoned a large number of former relief workers were hired by the city for maintenance work at regular city wages.

Strayed or Stolen—Of the 130 Pennsylvania state checks that go astray daily the majority represent relief and public assistance payments, according to the bureau of investigation of the State Treasury Department. Last year about 60 percent of the general relief checks reported to the bureau as "lost" had been stolen or forged; 35 percent had been reported erroneously by anxious persons upset by a true or imagined delay in their receipt. On the other hand, theft and forgery accounted for only about 30 percent of the missing categorical assistance checks, 70 percent of those reported as lost having been recovered.

Analysis—"Average General Relief Grants, 1933-1938," by Enid Baird and Hugh P. Brinton, published by the division of research and statistics of the WPA, analyzes the size of relief grants throughout the various states during and after the operation of the FERA program. Comparison shows wide variation among the states in both periods. In the report the variations are laid not only to differences in standards and definitions of budgetary deficiency, but also to differences in the cost of living; average size of relief cases; policies of supplementation, supplementary benefits tending to reduce the average; numbers of transfers to other programs result-

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ing in partial-month benefits, indistinguishable from full-month benefits in statistical totals. From WPA headquarters, Washington, D. C.

Quest—A county by county study of public and private relief in Kentucky has been underway since last June under the auspices of the State Conference of Social Work. Purpose of the study is to discover the type of county organization for relief most suitable to the state. Cooperating with the conference in the work are the NYA, the WPA, the Kentucky State Department of Welfare, the University of Kentucky, the University of Louisville.

Cooperation—More than $50,000,000 of the WPA funds allotted since July have gone to projects intended to bolster the national defense program. Four fifths of the amount will be used to improve airports, army and navy reservations, national guard armories, rifle ranges, and other defense facilities. The remainder will help to train skilled workers for defense industries. WPA defense projects are located in all forty-eight states, the District of Columbia, Hawaii, Puerto Rico, and the Virgin Islands. In addition to those included in state and municipal programs are many sponsored by the army, navy, and coast guard.

The Aged

WARNINGS have been issued by old age assistance administrators in Illinois and Kentucky against fakers who would exploit the dependent aged. In both states spurious solicitors have been collecting money from old age assistance recipients with the promise that it would be used to bring about an increase in their awards. Illinois old persons also have been visited by strong arm magazine salesmen who threaten them with a decrease in allowances if they refuse to take a subscription.

Time Off Their Hands—Just a year ago in Pittsburgh the Jewish Social Service Bureau, aware of the growing need of attention to the problems of old people, gathered all its aged clients living alone or in couples into one case load for special study and treatment. Out of the seventy-eight persons over the age of sixty which comprised the group, the caseworker could not find one who had a hobby or major interest. A few participated mildly in the local settlement programs or belonged to lodges, sisterhoods or societies, but more than half had no affiliations of any type. All but two were in fairly good physical condition.

Recognizing loneliness and inaction as common denominators in the problems of these old persons, the agency began to organize small social groups around some point of interest. The first was a group of seven women living near enough one another to meet at one of the homes. The common interest of knitting has held them together for over a year. They now are collaborating on an elaborate afghan. A common altruistic sense helped bring together another small group of women who responded enthusiastically to the idea of making fruit baskets for the sick. They are now knitting sweaters and socks for European refugees, with yarn supplied by the American Red Cross. The most formal group is the "Sixty Plus Friendship Club," a group of twelve men meeting under supervised leadership. The members work at handcraft, visit points of interest in the city, hold social affairs. To round out the program, the agency has interested its board members in taking the old folks on outings to the country or the parks, and in acting as friendly visitors to those confined to their homes. Red Cross knitting is also being introduced as a welcome occupation for shut-ins.

Work and Pleasure—Fifteen old persons packaging prunes in a Minnesota county welfare office demonstrate the eagerness of old folks to keep busy and to be useful. When the Federal Surplus Commodities Corporation delivered the loose prunes to the welfare office there were no funds for putting them in packages for distribution. The request for volunteers from the old age assistance rolls met with immediate response. According to welfare officials, the elderly volunteers not only are conscientious in attendance and in the performance of their work, but make a social event of it.

One Way or Another—California's ballot in next month's elections will give first place to a constitutional amendment to release encumbrances taken as "security" for old age assistance payments. In second place will be a proposition designed for the same purpose.

Comfort First—An old bed with broken springs, a few rickety chairs, a scratched chest of drawers, a trunk of old bedclothes, a dilapidated stove, recently brought $300 to an old age assistance recipient in Illinois who was thus able to refurnish her three-room house with shining new things that work, and to buy herself some "respectable clothes." A department of welfare visitor, with an eye for antiques, suggested a sale of the old furnishings to the recipient who was particularly delighted at having an opportunity to obtain a modern range and new cooking utensils. "Sentiment can't cook a meal," she said. Some of the possessions had been in the old lady's family since the eighteenth century.

Professional

IN its recent six-day session at Chapel Hill, the institute conducted annually for state and local workers by the North Carolina State Board of Charities and Public Welfare attained the honorable age of twenty-one. "I am wondering," writes Mrs. W. T. Bost, state commissioner, "if any other state institute has such a long consecutive history." This column thinks not, but would be glad to stand corrected if any other state department has a longer record.

Reborn—The recently reorganized Rhode Island Conference of Social Work held its first annual meeting last month. The two-day conclave was marked by a well developed program which fell into four sections: group work, social action, correction, health. Among the headline speakers were Jane Hoey, director of the bureau of public assistance, Social Security Board; Max Lerner of the department of political science, Williams College; Fred K. Hoehler, director of the American Public Welfare Association; Frank C. Bane, executive director of the Council of State Governments. Institutes held in connection with the conference scrutinized three subjects: the use of casework knowledge and skill in relief giving; parents in a child placing situation; the application interview.

Growing—An expansion of social work training on the graduate level is underway at the School of Applied Social Sciences at the University of Pittsburgh through a gift of $194,740 recently made by the Buhl Foundation. The funds are being used to provide field supervision in group work, fellowships in important divisions of study, a creative arts studio introducing advanced ideas in teaching, and "the most complete library among social work schools in this country." The new facilities occupy two entire floors in the university's skyscraper, the Cathedral of Learning.

For Housing Students—Rich with variety are the courses in housing offered in New York City this fall. Columbia University is giving extension courses on the economics of housing, city planning, the social aspects of housing, urbanism, housing developments, housing history and theory, problems in development and management. . . . The New School for Social Research is offering six courses under the joint auspices of

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the U. S. Housing Authority and the American Institute of Public Housing. They cover public housing, in an introductory course and in a seminar; housing management; practical matters for persons engaged in housing activities; housing practice throughout the country; the modern city. Among the lecturers is Albert Mayer, special editor of "Homes" *Survey Graphic's* feature issue on housing, February 1940. Others are Charles Abrams, Lewis Mumford, Morris Zelditch. . . . New York University is sponsoring a series of lectures on housing and site planning conducted by Carol Aronovici, who is also among the lecturers at Columbia.

Consumer Review—A series of fifteen lectures on the awakening of the consumer and the economic origins of the consumer movement conducted by Ruth Wheelock Ayres, chairman of the consumer section, New York City League of Women Voters, began this month at the New School for Social Research, New York. The lectures will touch on the leading aspects of the consumer movement, the growth of cooperatives, government services to the consumer, the need for consumer representation both in government and in private business. Other topics include the family as an economic unit; the impact of the depression upon family spending and levels of living; government programs growing out of the depression; the need for intelligent buying, specified standards, informative selling, honest advertising; legislation to protect special interests.

People and Things

CITIES that have established a comprehensive control of "charitable" solicitation show a marked reduction in applications for permits, according to a recent survey made by the Houston, Tex., department of research. The study covered an analysis of ordinances regulating solicitation in thirty municipalities. In twenty-two, city officials are made directly responsible for the investigation of applications for soliciting permits; in six, the responsibility lies with boards or commissions. In twenty cities applications must be detailed including financial reports, budgets for expenses of proposed solicitation, budgets for the spending of the money raised. Nine of the cities require solicitation expenses to be limited to 25 percent of the money raised.

For War Prisoners—Food, clothing, games, musical instruments, books, toilet articles may be sent post free from this country to prisoners of war in countries abroad under arrangements recently made by the Post Office Department, the Department of State, and the American Red Cross. Packages, not to exceed eleven pounds, must be marked with the prisoner's name, rank, number, a designation of the prison camp, and the name of the country wherein it is located. Full instructions may be obtained from local Red Cross chapters. The chapters will also assist Americans in locating missing relatives or friends believed to be prisoners of war.

Church Work—A new program for the interpretation of church work to the general public is being launched by the Federal Council of Churches of Christ in America through its laymen's cooperating commission. The purpose is to publicize church activities, particularly those of an interdenominational character, and to interpret the significance of Christianity for contemporary life. The program will be directed by John Forston, lately with the Crowell-Collier Publishing Company. . . . With similar intent, an attempt to "build Christian love into the very fiber of new world construction," the Foreign Missions Conference of North America has created within its organization the new position of general secretary. First incumbent is Emory Ross, for the past three years general secretary of the American Mission to Lepers.

Doctor and Nurses—The Austen Riggs Foundation at Stockbridge, Mass., has appointed as its medical director Dr. Charles H. Kimberly, internationally known psychiatrist who has been associated with the foundation for the past six years. . . . The American Red Cross's new nursing consultant for eastern Pennsylvania is Catherine V. Nardi, formerly on the staff of the Visiting Nurse Association of the Oranges in New Jersey. . . . Mary C. Connor, until recently with the Montgomery County Health Department, Rockville, Md., has gone to the New York headquarters of the National Organization for Public Health Nursing to become its assistant director in charge of educational problems. She succeeds Virginia A. Jones who resigned to go to Honolulu to direct a study program in public health nursing at the University of Hawaii.

In Public Service—The variety of professions represented at the U. S. Children's Bureau is demonstrated by its two acquisitions last month: an assistant editor and a pediatrician. The assistant editor, Hilary Campbell—who is also a professional social worker—was "swiped" from the Social Work Publicity Council where she was editor of *Channels*, the council's monthly publication. The pediatrician, Dr. Katherine M. Bain, recently of the Washington University School of Medicine, St. Louis, will head up the bureau's division of research in child development. . . . The National Youth Administration has appointed T. Arnold Hill, recently on the staff of the National Urban League, as assistant director of its division of Negro affairs. . . . Walter K. Urich, for the past ten months acting parole executive for the Federal Bureau of Prisons, recently received a permanent appointment to the position. . . . Hugh R. Jackson, for the past year director of public assistance in New York City's Department of Welfare, has been named acting first deputy commissioner to succeed Edward Corsi, resigned. . . . J. S. Murchison, ex-mayor of Corsicana, Tex., was recently made state welfare director succeeding Adam R. Johnson. . . . Victor H. Evken, since July 1 acting assistant chief of probation of the U. S. Probation System, last month dropped the "acting" from his title. One of the job's responsibilities is the managing editorship of the quarterly, *Federal Probation*.

Wide World

SANFORD BATES

After a three year "stretch" in the voluntary field, as executive director of the Boys Clubs of America, Inc., Sanford Bates has returned to the fold of public service as a member of the New York State Board of Parole. His appointment is for a regular six-year term at $12,000 a year. Prior to his Boys Clubs connection Mr. Bates spent eighteen distinguished years in correctional work, eight of them as director of the U. S. Bureau of Prisons. In season and out he always has been a firm advocate of a sound parole system.

Social Workers *et al*—The unique Welles Parentorium, parent guidance center of the National Hospital for Speech Disorders, New York, has a new director in Helen Gossett, formerly on the staff of the Family Service Society of Yonkers. . . . Rudolph T. Danstedt, director of the contributors' information

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bureau of the Community Service Society, New York, has left that position to go to Pittsburgh as division director of the Allegheny County Federation of Social Agencies. . . . Louis L. Himber, formerly administrative supervisor at the New York City Department of Welfare, this month takes up duties as assistant manager of the Life Insurance Adjustment Bureau. . . . The recently established Providence (R. I.) Urban League has as its first executive secretary James N. Williams, previously with the Washington Street Branch Y.M.C.A., Montclair, N. J. . . . Homer Wickenden has resigned as executive director of the United Hospital Fund, New York, to become director of the Metropolitan Opera Guild. In Mr. Wickenden's former post is R. O. D. Hopkins, former director of the fund.

Medals—"Outstanding service to children" won the 1940 *Parents Magazine* medal for Katherine F. Lenroot, chief of the U. S. Children's Bureau. The presentation was made at a luncheon held last month in New York. . . . At a similar function the Rotary Club of New York last month bestowed a service medal upon General Evangeline Booth, retired head of the Salvation Army.

In the Army Now—Six members of New York City's Department of Welfare—three clerks, two social investigators, a statistician—were called to the U. S. Army in last month's mobilization of the National Guard. When they left the department they received a full month's advance salary. In each additional month of their absence the department will pay them the difference between their former salaries and army pay.

Directory—New among community directories is the "Directory of Social and Health Agencies and Guide to the Community Resources in Richland County and Columbia, South Carolina," prepared by the Columbia Council of Social Agencies. Agencies are listed functionally and alphabetically.

Not There—"The Directory for Liberals," published by the Liberal Survey, 323 Webster Street, N. W., Washington, D. C., and listed in the *Survey Midmonthly* for August 1940 is available from the publisher, not from the District of Columbia Cooperative League as erroneously stated.

Death

KATHERINE FELTON, organizer and director of the Children's Agency of San Francisco and for the past fifteen years lecturer in child welfare at the University of California. Miss Felton's dynamic belief in social action resulted in many city ordinances and state laws for the protection and care of children.

Readers Write

Comment on Comment

TO THE EDITOR:—I find the comment in the August *Survey Midmonthly* [see page 241] on the American Youth Congress quite interesting, but I think the conclusions are unsound.

For one thing the CIO-Lewis forces had very little to do with sharing control of the Youth Congress. Some people in high places in this wing of the CIO were identified with the Communist party line. Actually control rested exclusively in the hands of the CP, with certain concessions to non-communists who could be persuaded to go along. Secondly, the concessions to Joseph P. Lash and his supporters were made necessary by the fact that some thirty-five organizations formerly interested in the AYC were unrepresented at the Lake Geneva meeting and that therefore, the window-dressing of non-communist groups is now rather scanty. As a result, the CP was obliged to be generous to the few non-communist elements there, without sacrificing any of its control.

There is little question that the AYC has put a rope around its own neck, although it may continue to maintain its characteristic vitality for some time. There is absolutely no indication, as your item stated, that the New Dealers in the congress are in a strategic position to take it over next year.

Executive Secretary LEWIS CONN
Campaign for Youth Needs

TO THE EDITOR:—I am glad to comment on Mr. Conn's comment on *Survey Midmonthly's* comment on the American Youth Congress. I don't know how Mr. Conn can maintain that control of the congress rested exclusively with the Communist party unless he knows precisely which individuals hold party cards. He may have such information; we have not. But it is true that in recent months John L. Lewis' "line"—admittedly for different reasons—has approximated that of the communists. The two groups there have been able to work in substantial harmony and share control. Whether or not the communists have the numerical edge in this partnership we are not prepared to say. Far from being unimportant, if Lewis men like James Carey had not gone along with the congress it could not have survived in its present dimensions.

The chance that the New Dealers in the congress may be able to take over rests on the ever-present possibility that Lewis may split with the communists. Privately, many CIO delegates expressed uneasiness with the congress leadership. Naturally, the possibility of a shift in leadership would be enhanced if the thirty-five organizations Mr. Conn mentions as having withdrawn would return and bolster the opposition.

International Student Service IRVIN ROSS

A Way to Help

TO THE EDITOR:—No doubt many social workers would like to help some refugee colleague in this country, but it looks like too big an undertaking. I want to describe a practical little scheme which I have tried out with complete success. I have a small two-room apartment, without sleeping accommodation for an extra person. I wanted to do something, however, to make life easier for a charming German social worker, whom I shall call Miss A., whose plans for the future were in a very uncertain state. She was able to pay a minimum price for a furnished room, so at my suggestion she found a tiny one just around the corner from my apartment. She slept in this room and used my apartment while I was at the office.

I had breakfast ready when she came in at eight; she cleared away, dusted, and did the marketing from a house purse which I replenished when necessary. She got her own lunch, and felt free to have her friends in for lunch or tea when she wished. She also got dinner for us both. Heavy cleaning and laundry were done by others. I think that Miss A. felt that the amount of work which the arrangement required of her was fairly compensated by pleasant surroundings, opportunity to entertain her friends, and the provision of food at no expense to herself, not to mention information which she gathered from me about American social work and idiomatic use of English. For my part, I have had pleasant companionship at meals and freedom from considerable domestic detail, at a cost which was merely nominal.

Perhaps this experience furnishes a suggestion that other American social workers might be glad to follow. Care must be taken, of course, not to exploit the refugee by requiring or permitting an undue amount of work. My refugees (this is the second) have had to be restrained!

The local committee of the National Refugee Service usually can suggest women of the professional type who might be tided over a bad time by such an arrangement. A. B. C.

"A. B. C." is a social worker, well known to *Survey* readers, who has asked us to withhold her name.—THE EDITORS.

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Book Reviews

Hurdles and Goals

YOUTH—MILLIONS TOO MANY? by Bruce L. Melvin. Association Press. 220 pp. Price $2, postpaid by Survey Associates, Inc.

WHAT with all the programs, statistical summaries, "coordination" combinations, and researchings devoted to youth during these depression years, there would seem to be little left to say on the subject. But evidently there was a great deal left to say, and of the greatest significance. And it took the combination of sociological expert and dramatist embodied in Bruce Melvin to say it.

If Mr. Melvin's book was timely when he began to gather material for it two years ago, how much more so it is at this moment! For it is not true, as certain of our political leaders would have us believe, that the urgent demands of national defense are going to exhaust the youth resources of this country. Whether we gear our industrial and agricultural resources toward feeding the semi-starving populations of the European and Asiatic suicidal areas; build up stupendous and impregnable defenses against a universal attack; or reverse the present prevailing attitude and plunge into the deathtrap of war—in any event the generation which will have to shoulder the sequellae of these problems ten years from now has certain fundamental needs and responsibilities that cannot wait, that demand immediate attention. This book tells us what these problems are with such a fresh and vital approach that even the most hard-boiled schoolman or social worker must take notice.

After a rapid sketch of the recent decades, in which the status of American youth has changed so radically; after showing how youth on the farm has become a drug on the labor market, not needed on the farm and unwanted in the cities; after showing up, with kindly but merciless thoroughness, the incongruities of our elaborate national educational system; and after spreading before us the magic panorama of a nationwide playground which we have been too stupid to occupy and from which we have almost effectively barred the eager quest of youth—in short, after making us feel pretty generally like heels in relation to youth and getting us fairly well convinced that the only thing to do with them is to treat millions like surplus kittens "at the river's brim," this skilful author opens the other hand and lets us see that all he has been saying is a clever (though literally accurate) build-up for the real show.

In the chapters "Youth Stir," "Youth and Democracy," and others indicating what part young people are already taking in the solution of their own problems and the relative responsibilities of national and local forces, the author outlines procedures so ambitious in scope and yet so clearly possible of accomplishment as to carry willing citizens along with him in eager pursuit of attainable goals. It would be unfair to the reader and would do violence to the artistic achievement of the author to attempt to describe his outline of plans for meeting what is manifestly inevitable. But perhaps the words of John G. Winant at the World Youth Congress in 1938 will give a hint of what is in store for the reader: "Rather than speak of the glorious role of youth, I pay tribute to its power."

The secret of the author's ability to present a book like this is found in the brief note in which he refers to his father and mother "under whose care a youth's idealism could germinate and grow."

OWEN R. LOVEJOY
New York

A Way of Life

RURAL ROADS TO SECURITY, by Rt. Rev. Msgr. Luigi G. Ligutti, LL.D. and Rev. John C. Rawe, S.J., LL.M. Bruce Publishing Company. 387 pages. Price $2.75, postpaid by Survey Associates, Inc.

RECENTLY this reviewer asked an agricultural economist how he regarded this volume by Monsignor Ligutti and Father Rawe. He answered: "It should be most useful to study groups in farming communities. I believe it satisfies an important need in this field."

For many years people have regarded Monsignor Ligutti as a crusader for a new type of rural life in America. He has crusaded against the increase of tenancy. He wants people to return to the family farm, implemented by various types of cooperation. In his own project in Granger, Ia., Monsignor Ligutti has made a successful demonstration of a subsistence homestead, one of the few of its kind in the United States.

"Rural Roads to Security" is basically a long series of arguments for the family farm home and for cooperation as its necessary complement. It does pack in, however, a very useful body of information on the spread of tenancy and capitalistic methods in American farming, and gives a worthwhile review of the progress of cooperation in other countries, particularly the Nova Scotia experience.

For Monsignor Ligutti and his coworkers, the new way of life cannot be based on purely material objectives but must be based on a sort of religious revival, a complete change in our whole philosophy of rural life. It is to be hoped that their book may bring to the rural church an increasing consciousness of its mission in developing a new rural community in America.

It is interesting to note that two outstanding thinkers and planners of the new rural America, Henry Wallace and M. L. Wilson, have the same religious attitude as Monsignor Ligutti and his followers in their approach to the problems of rural America.

(Rt. Rev.) JOHN O'GRADY
Secretary, National Conference of Catholic Charities

Out of Experience

THE UNSEEN PLAGUE—CHRONIC DISEASE, by Ernst P. Boas, M.D. J. J. Augustin, Inc. 121 pp. Price $2, postpaid by Survey Associates, Inc.

WRITTEN by a veteran in the field of chronic disease this volume is a welcome addition to public health literature, not only for its intrinsic value but also for the stimulus which it is bound to give to this comparatively new field of activity. As a running commentary on the growing problem of the chronic patient, it is indispensable for the student of the management of chronic disease. This is particularly true of the chapters on the significance and the medical, social, and economic aspects of chronic disease. The author's analysis contains some excellent thinking, even though his conclusions may not be completely acceptable to all workers in this field.

In a volume of outstanding quality such as this, it seems ungrateful to speak of minor shortcomings, yet some of these should be noted for the sake of the record. As a result of twenty years of experience with the social and medical aspects of chronic disease, Dr. Boas is thoroughly self-reliant. This probably explains the unfortunate omission of another point of view. During the last ten years a new school has arisen which deserves to be heard. This school argues, humanely and scientifically, in favor of the integrated acute-chronic hospital plan of organization ("the true medical center") as a lesser evil than the one in which the acute and the chronic are kept apart.

In Montefiore Hospital, New York, ward patients contribute 3 percent and not 13 percent of the cost of their maintenance as the author states. He apparently has included private pavilion income which, by the way, comes from acute as well as chronic patients in this hospital. Peripheral location for patients who still require scientific care is more difficult for everyone concerned than the author admits, in submitting his plan for the establishment of the independent chronic hospital. It is not clear how group insurance schemes can help the chronic patient, since the premium would be prohibitive. The A B C classification

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has been discontinued in Montefiore Hospital because it has been found impractical and because it leads to clinical distinctions which in the long run militate against the interests of the chronic patient.

When this has been said the reader may safely adopt this book as a guide to his thinking on the subject of chronic disease. An interesting supplement would be the "Montefiore Digest," the five-year report just published by Montefiore Hospital in New York.

Director E. M. BLUESTONE, M. D.
Montefiore Hospital for Chronic Disease

Parents Have Rights

WE, THE PARENTS, by Sidonie Matsner Gruenberg. Harper. 296 pp. Price $2.50, postpaid by Survey Associates, Inc.

IN the literature of parent education, "We, the Parents" rises like a skyscraper among neighboring brownstone fronts. In its pages are woven the best lore of the better parent education centers, the core of the findings of contemporary child development research, and the ripest wisdom of the clinics of pediatrics and social psychiatry. Its mood is that of a spicy conversation. The author talks with parents, not at them. She etches clearly the needs of children at different ages: sunlight, warm affection, nutritious food, freedom to experiment and be oneself, firm guidance, the assurance of parental care and protection, and the sense of "belonging" to a family group. She makes much of the idea, often overlooked among child study addicts, that parents also have needs, especially for balancing and re-creative experiences outside the home. Mrs. Gruenberg makes it seem quite natural that any child may, for any one of a number of reasons, become a first class nuisance and, with similarly casual words, that this state of affairs is usually temporary when not taken too seriously. And in all this, her mood is one of humorous analysis and of an effort to understand the desires and the rights of all concerned. Of explaining and condoning there is little, and of argument and blaming even less.

The relativity of circumstance, of age range, and of specific family background with which Mrs. Gruenberg clothes each matter discussed, sets a high standard in parent education literature. Even so, she does not quite dissipate the impression created by some pages that she not only knows what she is talking about, but also that she knows she is right. Residents of the farm belt, and less privileged city dwellers will have to make allowances for a point of view that is predominantly middle class and urban, especially in the chapter on "Learning the Uses of Money."

Those who have followed the publications of the Child Study Association of America, of which the author has been the very successful director through good times and bad for almost twenty years, will find little new in either content or point of view, except a lessened intensity and a maturer wisdom. It is as if Mrs. Gruenberg and her associates (to whom she credits much of the stimulus for this book and many of its ideas) were now emerging into the full enjoyment of their work.

In "We, the Parents," fathers and mothers in search of new insights and knowledge for their parental responsibilities will find both the meatiest and the most appetizing fare now available. Teachers and social workers will find in it a viewpoint towards family life and parent-child relationships which, incarnate in their professional work, would do much to make their dealings with families a pleasure, and which would tend to make parents believe them to be the most understanding teachers and social workers in the world.

Brooklyn College RALPH BRIDGMAN

Back to Beginnings

JONAS HANWAY—1712-1786, by John H. Hutchins. Society for Promoting Christian Knowledge. 197 pp. Price 8/6. Order direct of the Society at Northumberland Avenue, W.C. 2, London.

AN enlightened and public spirited Englishman, Jonas Hanway, died at the age of seventy-four in the year before our own constitutional convention of 1787. His name, his writings, and the events of his life have been less familiar, at least in this country, than they deserve to be. It is therefore a happy circumstance that John H. Hutchins of the faculty of the College of the City of New York has written his biography. "The Foundling Hospital," "The Workhouse," "The Marine Society," "The Magdalen House," "The Worthy Poor," and "The Sturdy Beggar" are the subjects of six chapters succeeding the biographical sketch; but a seventh chapter, "The Citizen of London," was found essential before the conclusion. The author has wisely chosen to attempt primarily to present Hanway's story as he himself presented it to the London public. This may seem to involve a somewhat formal, old-fashioned style, carried perhaps to an extreme when street pavers are called *paviors,* and what we call gratuities or tips appear, without explanation, as *reles.*

Hanway, until he was fifty-one years old was in trade, and traveled extensively. In that year he was appointed commissioner of the Victualling Board for the Navy. Soon afterwards he recorded, on a large plate of enamelled brass, his own declaration of faith saying that he had passed through a variety of fortunes with patience, living the greatest part of his days in foreign lands ruled by arbitrary power, thus receiving a deeper impression of the happy constitution of his own country. Already, however, he had begun to cooperate in securing better care for foundlings, and for the next score of years, although he was assiduous in the performance of his duties at the Supply Office, he must have found much time for his real interests, the humanitarian movement and the discovery of the principles on which charity should be administered, as well as time to persuade their adoption. He wrote seventy books and pamphlets to reveal the misery, crime, and injustice which made London life precarious. He had some curious prejudices, but it is better to let the student find out about them in perspective in this interesting and well documented story of his life.

New York EDWARD T. DEVINE

Mind and Matter

MEN AGAINST MADNESS, by Lowell S. Selling, M.D. Greenberg. 342 pp. Price $3.50, postpaid by Survey Associates, Inc.

THROUGHOUT western civilization there are more patients in mental hospitals than in all other hospitals combined. This book, which deals with man's struggle to solve this greatest of all human problems, commands the attention of an intelligent public.

The first part of the history of psychiatry is necessarily the early history of medicine; it was late in the eighteenth century before any individual could definitely be identified with the care and treatment of mental disease. Here Dr. Selling's instructive and entertaining story of psychiatry really begins. By means of vivid biographies he shows clearly how human forces first advanced against "madness" on three fronts—the objective, the subjective, and the humanitarian.

The organic objective front, motivated by the mechanistic philosophy of Descartes, included the great anatomists and physiologists of the nervous system: Francis Joseph Gall, Charles Bell, Marshall Hall, Brown Sequard, Hughlings Jackson, and Claude Bernard. These were the "matter over mind" men, the progenitors of the modern malarial treatment of general paralysis of the insane, and the use of insulin in the present day treatment of dementia precox.

The philosophic subjective front included such men as Mesmer, Elliotson, Esdaile, Liebeault, and Bernheim. These were the "mind over matter" men who accomplished the incredible with hypnotic suggestion and hypnotic anesthesia.

The third front, the humanitarian, led by Pinel, John Connolly and, later, Dorothea Dix, provided opportunity for other forces to operate. The biographical material here is excellent.

The gradual convergence of all forces in a "united front" gave us the "mind *and* matter" men of the latter part of

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the nineteenth century — Griesinger, Kraepelin, Charcot and, later, Freud.

The author does not carry his story beyond the care and treatment of mental disease into the field of preventive psychiatry. He leaves us with Freud and psychoanalysis, which only represent the vanguard of the dynamic psychologies that gave us such men as Adolf Meyer and William Alanson White. These were the "function in structure" or "mind *in* matter" men who initiated the worldwide mental hygiene movement under whose banner various social sciences became interrelated and the most promising advances in the battle against "madness" were made.

In stopping short of these important developments, Dr. Selling has lessened the educational value of his book, in that he has left the impression that insanity is a disease entity confined within the individual. He has thereby perpetuated the old belief that the understanding of the mind and the nervous system is the whole answer to the problem of "madness," and he has failed to show that the understanding of the family and the cultural system is equally important.

ALEXANDER REID MARTIN, M. D.
New York

Saga of Lawlessness

GANG RULE IN NEW YORK: THE STORY OF A LAWLESS ERA, by Craig Thompson and Allen Raymond. Dial Press. 406 pp. Price $3.50, postpaid by Survey Associates, Inc.

MORE than a lusty, flamboyant account of the gory doings of New York's leading mobsters, past and present, this is the well-nigh incredible saga of an era of lawlessness and political debauchery that shows no real signs of diminishing, despite heroic efforts.

Gangsterism, as the authors point out, is no isolated phenomenon. Spawned in the miserable slums of the East Side, educated in the "reformatories," and grown to manhood in the halcyon days of prohibition, New York's gangsters are as much a part of American civilization as Big Business itself. Indeed, the resemblances are striking. Both are products of modern society with its unsocial emphasis on the lust for profits. Both needed and received powerful political backing from judges, lawyers, and legislators, whose services were as easily purchasable as any other commodity. Finally, both "fixed" prices, one through the "legal" method of monopoly and amalgamation, the other through the more direct method of controlling rackets which reached into the very life blood of the nation itself.

Though the story the authors have to tell is limited to the parasitic gangs and hoodlums of New York, it carries a warning and a challenge to every community in America. For the plain truth is that every large city, and many smaller ones, too, for that matter, have their Lucky Lucianos, their Owen Maddens, Lepke Buchalters and Dutch Schultzes. Unfortunately for us, the soil which produced these gangsters is already nurturing others to take their places. Crime, alas, is on the march and will not be stopped—not, at least, until we concentrate on improving or changing the soil which makes gangsterism possible and, indeed, inevitable.

Baltimore, Md. SAMUEL G. KLING

Accurate and Practical

CARE OF POLIOMYELITIS, by Jessie L. Stevenson, R.N. Macmillan. 230 pp. Price $2.50, postpaid by Survey Associates, Inc.

BECAUSE of the increasing interest in the care and treatment of crippled children, to which added impetus was given by the passage of the Social Security Act, Miss Stevenson's book will be read eagerly by those interested in the subject.

The material is divided into five chapters. The first, "The Problem," describes in a brief but comprehensive manner the development of public interest in epidemic poliomyelitis and some of the ways by which organized public efforts have aided the victims of the disease. The second, "The Acute Stage," describes the etiology, virus, pathology, mode of invasion and spread, course of the disease, and treatment during the acute stage in a scientifically accurate but easily readable form. This chapter provides a basis for an intelligent understanding of convalescent and later care which are admirably handled in the remaining three chapters.

In these latter chapters, Miss Stevenson reemphasizes the need for rest and support of weakened muscles so that deformities may not result. In great detail she explains the many adaptations that can be made in the home for the care of the poliomyelitis case—adaptations which lead to a saving of money, time, and energy for the family. The relationship and value of physical therapy to the convalescent care of the patient is thoroughly explained and the importance of mental hygiene in the total picture is stressed.

Miss Stevenson's book will undoubtedly prove widely useful. It will be of particular value to the public health nurse because of the way in which it relates nursing care to adaptations in the home. NAOMI DEUTSCH, R. N.
Director Public Health Nursing
Children's Bureau, Washington, D. C.

Painless Introduction

YOU ARE A TAXPAYER, by Mabel Newcomer. Vassar Cooperative Bookshop. 37 pp. Price 60 cents, bound; 35 cents, pamphlet. Order Direct of Bookshop, Poughkeepsie, N. Y.

MOST responsible tax literature is too technical to be grasped by the average citizen. On the other hand, tax publications in popular breezy style are frequently so inaccurate as to be worthless, or worse. Very seldom does the competent tax student attempt to write anything for the layman. Or if he does he finds himself unable to present highly complicated facts in simple fashion and at the same time convey an accurate idea.

For these reasons this little treatise, presenting some of the basic elements of taxation in a clear and simple manner, is extremely worthwhile. Professor Newcomer brings home to the reader that he is a taxpayer whether he knows it or not. She also shows that taxes are not money thrown away as some persons appear to think, but are money spent for innumerable governmental services which the public demands.

Certain types of taxes are much more defensible than others, and the author explains why. Consideration is given to benefit taxes, such as motor vehicle and payroll taxes; ability taxes such as personal income, death, property, and business taxes; taxation for social control, such as customs duties, liquor and opium taxes, chain store and margarine taxes; and finally taxes imposed for revenue only, with no regard to the justice of the levy, such as a general sales tax. Such practical questions as tax consciousness, tax burden, budget balancing, and the possibility of increased taxation are also considered.

This little pamphlet constitutes a painless and illuminating introduction to the great science of public finance.

MABEL WALKER
Tax Policy League, New York City

Many-Sided Approach

THE CREATIVE ADULT, by Hughes Mearns. Doubleday. 300 pp. Price $3, postpaid by Survey Associates, Inc.

PROFESSOR MEARNS is a stirring and provocative artist whose material is human personality. His narrative of the discovery and unfolding of the unique personal spark in adults is as thrilling and heartening a tale as one could find anywhere. It is a true restorative of faith—in human nature and the educational process.

The author's approach and results are already known from earlier works about younger students. But here we are at the adult level with individuals whose perceptiveness is presumably set and limited. Yet again the miracle of creative awareness and action is shown to occur. Some suggestions upon method, a deep sense of how central in true education this inner stir is, realization that far more teachers have to evoke this kind of response in themselves and in others—these are among the values here offered in terms of a wealth of illustrative material.

Just because this is an artist's book, many of the insights are come at obliquely. It is not narrow pedagogy. It is a many-sided approach to truths found

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in living life. The topics covered range over fear-of-the-world, emotional integrity, education by exposure, taste as developed out of contemporary art expressions, learning as a felt need, discipline, and parents as creative leaders.

Here is a sense of abundance and heartiness which suggests rich wells of personal power being drawn upon. The subtitle of this book is "Self-Education in the Art of Living," and having examined dozens of volumes holding out a similar claim, I say unhesitatingly that from the truly educational point of view this one goes deeper than the vast majority, lays its foundations more solidly, offers a wider prospect for personal enterprises of growth. Finally, it is gratifying to note the ultimate religious acknowledgment: "Psychically it is important to be ourselves, psychically it is also important willingly to submit."

This is a splendid, inspiriting book for teachers especially. And every inquiring adult with the hearing ear and the seeing eye should find here that which will add a cubit to his inner stature. What this book is exciting about, in a day of accentuated pedagogical methods, is that "There is such a thing as contagion of mind, spirit acting upon spirit; it is an important instrument of education, perhaps it is the only important one."

New York ORDWAY TEAD

Background and Outlook

MODERN MARRIAGE, edited by Moses Jung. Crofts. 420 pp. Price $3.75, postpaid by Survey Associates, Inc.

FOR six years the State University of Iowa has offered a course on modern marriage involving the cooperative participation of professors in various departments. Lectures given in this course have been well organized by Moses Jung, professor of religion. The content of the volume is comprehensive and authoritative within the special lines of thought of the numerous contributors, although sometimes with a strong Iowa accent. With the strength and weakness of a symposium, it constitutes an excellent college textbook potentially useful for students of modern marriage interested in institutes, forums, and discussions who desire to unify their background in order to answer the specific questions that audiences enjoy asking.

The internal harmony of the subject matter is hampered somewhat by the inequality of discussion, both in content and form, that results from an inadequate balance between special topics and the total theme. The forty pages on The Character Implications of Marriage, the Religious Approach to Marriage and Religious Education of the Home contrast with only thirty-three pages on Marriage and Mental Hygiene, and The Background of Conflict in Marriage. The Legal Aspect of Marriage requires only thirty-four pages as compared with 134 pages on The Biological, Eugenical, and Physical Aspects of Marriage. Similarly two pages of references are appended to Family Disorganization, none to the discussion of religion.

Subject matter is drawn from the fields of anatomy, sociology, mental hygiene, psychiatry, economics, law, and religion. The contributors evidence a wide appreciation of the nature and meaning of marriage as an institution, as a source of personal development, as a means of attaining happiness, and as an end for securing racial propagation. With this broad outlook and the fine standard of frank discussions, it is a valuable addition to current literature.

New York IRA S. WILE, M. D.

Wise Counsel

SHE'S OFF TO COLLEGE! A GIRL'S GUIDE TO COLLEGE LIFE, by Gulielma Fell Alsop, M.D. and Mary F. McBride. Vanguard. 277 pp. Price $2.50, postpaid by Survey Associates, Inc.

WHETHER or not to attend college and if so, which one, are questions discussed by highschool girls from Maine to California. These preliminary problems as well as those met during four years of strenuous study and play are treated in a sympathetic, realistic, and entertaining fashion by Dr. Alsop and Miss McBride. Their years of experience in counseling girls makes this no theoretical treatise, but a practical handbook designed to help the bewildered freshman benefit as much as possible from all phases of college life—whether religious, academic, or social—and at the same time safeguard the prerequisite of good health.

Parents, too, will find the advice offered here an invaluable aid in understanding their collegiate daughters and in assisting them to prepare for a well-rounded adult life.

New York MARY HITCHINGS

For the Record

CHILD WELFARE IN GERMANY BEFORE AND AFTER NAZISM, by Walter Friedlander and Earl Dewey Myers. University of Chicago Press. 273 pp. Price $1.50, postpaid by Survey Associates, Inc.

ONE of the leaders in welfare work in Germany, former head of a public child welfare agency in Berlin, presents an elaborate description of the welfare system as it developed during the years of the democratic republic and of its decay under National Socialism. He has made use of material collected by Earl Dewey Myers, who studied welfare work in Germany before his untimely death.

It was the aim of the democratic government to develop a complete program for the care and protection of its youth. Much of this was carried through despite the inflation and poverty which followed Germany's defeat in the World War. An organization was drawn up, the framework of which could not be wholly filled out. It is characteristic of the German method to set up first an organization covering the country with a complete network of agencies and to issue uniform rules. Then, in some agencies, outstanding personalities such as Mr. Friedlander may do outstanding creative work. Much, however, remains on paper and ultimately the organization tends to thwart private initiative by assumption of complete authority.

Mr. Friedlander gives an excellent picture of the achievements of the system, which were quite remarkable in some fields, for example in public guardianship and the supervision of foster homes. Less emphasis, however, is placed on the shortcomings due to friction between health and education departments (with the health department frequently in the ascendency), to the warfare between socialists and churches, or to the fact that case work (individual care, as the Germans called it) suffered in a period which tended toward collectivism. But *de mortuis nil nisi bonum.*

Mr. Friedlander's book is an invaluable source of information.

FRIEDA WUNDERLICH

New School for Social Research

The Left Wing Slant

WHY FARMERS ARE POOR: THE AGRICULTURAL CRISIS IN THE UNITED STATES, by Anna Rochester. International Publishers. 317 pp. Price $2.75, postpaid by Survey Associates, Inc.

THE orientation of this account of the American farm situation from a left wing labor point of view is most clearly indicated by the fact that both Marx and Lenin are cited several times to explain what is happening to our farmers.

The thesis that capitalism is reducing the farmers to the level of a European peasantry is supported by a wealth of statistics derived from the Census and the Department of Agriculture. These data indicate that large scale and corporate farming is on the increase, that tenancy is growing, that many small farmers are losing their farms, that the "middle" farmers are hopelessly in debt, and that the agricultural laborers are the most exploited of all workers. The agricultural crisis is permanent and is made more serious by the mistaken New Deal policy of restricting production. The farmers are victimized by the bankers, the manufacturers of agricultural machinery, the processors and middle-men, the monopolists, and the exploiting classes generally. What is happening to the farmers is "an integral part of American capitalist development," and the only basic remedy is "socialist planning which would be democratically conceived and carried out by the wage earners and working farmers to provide maximum abundance for all."

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Various measures are suggested as palliatives until the happy day when we will have "socialist planning." Among them are greatly increased appropriations to enable "sharecroppers and other poor tenants" to become owners (although "no extension of independent private ownership can bring a permanent solution"); indefinite moratoriums against farm foreclosures; "a sharp writing off of farmers' debts; stringent regulation of food monopolies; and a revival of full productive activity in industry as well as agriculture." For the attainment of these immediate objectives and the millennium which is the ultimate goal, "an unshakable alliance between wage workers and working farmers must be established." Fortunately, there is now a "rising sympathy between working farmers and wage workers," which has occasioned "genuine alarm" among the reactionaries and led to the organization of the Associated Farmers and its "fascist-like campaign to counter this 'dangerous' trend."

As the reviewer sees it, this is wishful thinking. Quite to the contrary, the mass of the farmers are impatient with organized labor and have no use for the left wing groups. The analysis of the farmer's problem, while factual as far as it goes, is very different from that of the farm leaders and is clearly not complete. For instance, farm cooperatives are little more than mentioned, and nowhere is there the slightest reference to the fact that some of the most bitter clashes between the farmers and the labor unions have occurred in connection with attempts to organize the cooperatives.

The left wing slant makes this primarily a textbook for radical orators. To other readers it will be of value principally as a statement of left wing treatment of the farm problem. It has the additional value that it will prove a convenient source of reference for data showing the seriousness of the agricultural situation. EDWIN E. WITTE
University of Wisconsin

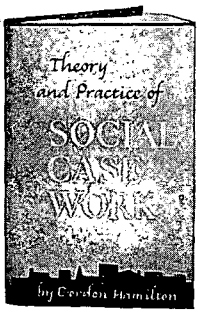
Run of Shelves

SEX IN MARRIAGE, by Ernest R. Groves and Gladys Hoagland Groves. Emerson Books. 250 pp. Price $2, postpaid by Survey Associates, Inc.

A NEW revised edition of a "guidebook to those entering marriage," first published some ten years ago, which has been found useful by marriage counselors and others.

GETTING MORE OUT OF LIFE, by Joseph Jastrow. Emerson Press. 312 pp. Price $2, postpaid by Survey Associates, Inc.

A REVISED edition of an earlier book in which the author sums up his robust gospel of sensible living, his purpose "to guide you in your aim to live at the top level of your capacities and your opportunities."



Theory and Practice of Social Case Work

By GORDON HAMILTON
Author of
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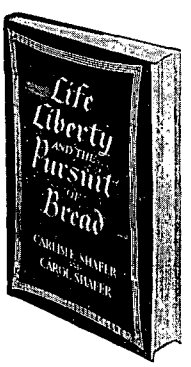
THERE was never a greater need for a restatement of the social case work idea—its principle and application. During the last twenty years social case work has undergone tremendous and significant growth and development: its scope has been increased; old techniques have been improved; new ones have evolved; and concepts have changed.

Hence this new book which analyzes and reconciles current theory and practice, explains recent consolidation and synthesis, and shows how case work is being refocused in terms of a functional division of labor. The result is a well-organized and authoritative account of the position and status of social case work today which will be of equal use to workers in public and voluntary agencies. Nearly 400 pages. $3.00

Life, Liberty and the Pursuit of Bread

By
CARLISLE and CAROL SHAFER



THIS unusual book is concerned with the five problems most often met by social workers: unemployment, low income, old age, broken homes, and the need for medical attention and care. It asks pertinent questions about each of these and suggests concrete remedies.

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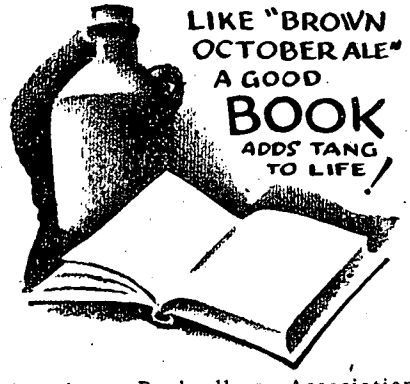

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Economics

59c OF YOUR $1—THE COST OF DISTRIBUTION, by T. R. Carskadon. 32 pp.

HOW MONEY WORKS, by Arthur D. Gayer and W. W. Rostow. 32 pp. Public Affairs Pamphlets Nos. 44 and 45. Price 10 cents each, from the Public Affairs Committee, Inc., 30 Rockefeller Plaza, New York.

The first explains in popular terms the relation between cost of distribution and retail prices; the second, money's part in maintaining or upsetting economic balance. Both are illustrated with pictographs.

GOVERNMENT AND ECONOMIC LIFE, by Leverett S. Lyon and Victor Abramson. 66 pp. Pamphlet No. 22. The Brookings Institution, Washington, D. C.

An "interpretative summary" of a two-volume study of the same title, which discusses the problem of the proper relationship of democratic government to private enterprise and industry.

MONOPOLY AND BIG BUSINESS, by Irving Lipkowitz. 56 pp. League for Industrial Democracy, 112 East 19 Street, New York. Price 20 cents.

A discussion of the place of monopolies in our economy containing suggestions for their control.

TECHNOLOGICAL UNEMPLOYMENT. "THE SOCIAL AND ECONOMIC CONSEQUENCES OF TECHNOLOGY," by Philip Murray, Chairman Steel Workers Organizing Committee. 56 pp. Publication No. 3. Steel Workers Organizing Committee, 1500 Commonwealth Building, Pittsburgh, Pa. Price 25 cents.

An outline of unemployment problems caused by changing methods of production and a concrete plan to help solve them.

Health

SYPHILIS IN MOTHER AND CHILD. Supplement No. 7 to Venereal Disease Information. U. S. Public Health Service. 20 pp. Government Printing Office, Washington, D. C. Price 10 cents.

A discussion of the discovery and treatment of congenital and acquired syphilis.

THE CHANGING FRONT OF HEALTH. THE PROCEEDINGS OF THE EIGHTEENTH ANNUAL CONFERENCE OF THE MILBANK MEMORIAL FUND HELD ON APRIL 2 AND 3, 1940, at the New York Academy of Medicine. 104 pp. Milbank Memorial Fund, 40 Wall St., New York. Free on request.

A report of the annual conference covering, among other topics, public health standards in housing, diet and nutrition in relation to public health, and population trends and programs of social welfare.

A COMMUNITY HEALTH PROGRAM FOR THE Y. W. C. A., by Edith M. Gates. 120 pp. The Womans Press, 600 Lexington Avenue, New York. Price 85 cents.

A guide for leaders in health education, emphasizing the value of cooperation of community agencies.

Cooperatives

CHINESE INDUSTRIAL COOPERATIVES NORTHWEST HEADQUARTERS — FIRST YEAR REPORTS, prepared by the staff of the Northwest Headquarters. 53 pp. Price 20 cents.

A NATION REBUILDS, THE STORY OF THE CHINESE INDUSTRIAL COOPERATIVES IN PICTURES. 34 pp. plus map. Price 25 cents. (Prices include postage.) From the Chinese Industrial Cooperatives, Hongkong Promotion Committee, P.O. Box 222, Hongkong, or from Miss Ida Pruitt, Room 1212, 57 William St., New York.

The accomplishments and problems of the Chinese cooperatives told in words and photographs.

THE CONSUMER COOPERATIVE MOVEMENT, A SOCIAL INTERPRETATION, by Harry W. Laidler; A FACTUAL SURVEY, by Wallace J. Campbell. Revised Edition. 64 pp. League for Industrial Democracy, 112 East 19 Street, New York City. Price 15 cents.

Part I points out the social benefits of the consumer cooperative movement; while Part II traces up to the present cooperative history here and in Europe, with corroborative factual material.

Industrial Studies

DECLARATION OF PRINCIPLES RELATING TO THE CONDUCT OF AMERICAN INDUSTRY, by The Congress of American Industry. 21 pp. National Association of Manufacturers, 14 West 49 Street, New York. Price 1½ cents to 3 cents each, depending on quantity. Single copy free.

The 44th Annual Congress of American Industry sets forth its conception of industry's responsibilities and aims under the American system of free enterprise.

ADDITIONAL WORKERS AND THE VOLUME OF UNEMPLOYMENT IN THE DEPRESSION, by W. Woytinsky. 37 pp.

UNEMPLOYMENT INSURANCE AND AGRICULTURAL LABOR IN GREAT BRITAIN, by Wilbur J. Cohen. 32 pp. Pamphlet Series Nos. 1 and 2. Committee on Social Security, Social Science Research Council, 726 Jackson Place, N. W. Washington. Price 50 cents each.

The first attempts "to analyze the processes which result in unemployment or reemployment, and the influence of the changes in the composition of the available labor supply upon unemployment problems." The second studies Great Britain's experience with social insurance coverage of agriculture, with the aim of clarifying the problem of unemployment and old age insurance for agriculture in the United States.

Miscellaneous

WAR AND THE FAMILY, by Willard Waller. Dryden Press. 51 pp. From The Dryden Press, 103 Park Avenue, New York. Price 50 cents.

This addendum to "The Family: A Dynamic Interpretation," discusses the effect of war on social institutions, the mores of the family, community life and marriage.

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COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

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NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION, 1730 Chicago Avenue, Evanston, Ill., organized in every state, with 10,000 local auxiliaries, presents a program of alcohol education and Christian Citizenship, with which every interested person is invited to assist. Total abstinence from alcoholic beverages and dues of $1.00 per year are the basis of membership.

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RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Charity Organization, Consumer Credit Studies, Delinquency and Penology, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

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THE AMERICAN NATIONAL RED CROSS—Administered through National Headquarters in Washington, D. C., and three Branch Offices in San Francisco, St. Louis and Washington, D. C. There are 3711 local chapters organized mostly on a county basis. Services of the Red Cross are: Disaster Relief, Civilian Relief. First Aid and Life Saving, Home and Farm Accident Prevention Service, Home Hygiene and Care of the Sick, Junior Red Cross, Nursing Service, Nutrition Service, Public Health Nursing, Volunteer Service and War Service.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Jane M. Hoey, President, Washington, D. C.; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-eighth annual convention of the Conference will be held in Atlantic City, N. J., June 1-7, 1941. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Religious Organizations

COUNCIL OF WOMEN FOR HOME MISSIONS—297 Fourth Avenue, New York City. The Inter-Denominational body of 23 women's home mission boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry, cooperatively; i.e., Christian social service in Migrant labor camps and U.S. Indian schools. President, Mrs. Augustus Trowbridge; Executive Secretary, Edith E. Lowry; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell; Migrant Supervisor, Gulf to Great Lakes Area, Miss Helen White, 1720 Chouteau Ave., St. Louis, Mo.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Benjamin Spitzer, Chairman Ex. Com.; Mrs. Sophia M. Robison, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Avenue, New York City, Eskil C. Carlson, President; John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organization in program, emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

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Professional Education for Social Work

For positions of responsibility in social work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Marion Hathway, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
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126 Newbury Street, Boston, Mass.
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805 Woolworth Building, New York, N. Y.
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